DOCUMENT RESUME

ED 210 261 SP 019 179

AUTHOR Levinson, Nanette S.
TITLE School-University Collaboration Supporting School Improvement. Volume II: The Eastern State Case.
INSTITUTION American Univ., Washington, D.C. Center for Technology and Administration.
SPONS AGENCY National Inst. of Education (ED), Washington, D.C. Research and Educational Practice Program.
PUB DATE Jun 81
CONTRACT 400-79-0063
NOTE 209p.; For related documents, see SP 019 178-180.

EDRS PRICE MF01/PC09 Plus Postage.
DESCRIPTORS College Faculty; *College School Cooperation; Higher Education; Information Systems; *Institutional Cooperation; Networks; Organizational Communication; Professional Development; Program Development; *Regional Cooperation; Resource Centers; School Community Relationship; *School Districts; *Schools of Education; *Teacher Centers

ABSTRACT

This case study focuses on formal agreements between a college of education and individual school districts. The Office of Field Experiences (OFE), founded at Eastern State University's College of Education in the 1960s, formally collaborated with five school districts to establish either teacher centers or professional development centers. Each of these formal collaborations, involving exchanges of resources to establish and maintain the centers, constituted a district-level interorganizational arrangement (IOA). Coordinators of the centers attended monthly OFE meetings. Additionally, OFE held its own retreat, special events, and workshops. The OFE represented a holistic IOA which formally and regularly brought together the coordinators of the separate district level IOAs. Part One of this case study presents a history of the IOA, its historical and institutional context, and the founding of the first centers. Part Two outlines the present configuration of the IOA, changes in objectives, key persons, resource changes, activities, barriers, facilitators, and dynamics between participants. Descriptions are also given of operations of the Cardon County Center and the Hanburg County Center. In Part Three, outcomes are described for the IOA as a whole and for the Cardon and Hanburg Centers. Another section presents a discussion of future possibilities for all units of the IOA. A presentation is given of three episodes which illustrate the interorganizational dynamics of the Eastern State University case. (JD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED210261

SCHOOL—UNIVERSITY COLLABORATION SUPPORTING SCHOOL IMPROVEMENT

Volume II
The Eastern State Case

NANETTE S. LEVINSON

Knowledge Transfer Institute
Center for Technology and Administration
The American University

June 1981

Prepared for the
Research and Educational Practice Program
National Institute of Education

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

SP 019 179

SCHOOL-UNIVERSITY COLLABORATION SUPPORTING SCHOOL IMPROVEMENT:

THE EASTERN STATE CASE

June 1981

Nanette S. Levinson
Center for Technology and
Administration
Knowledge Transfer Institute
American University

This study was performed pursuant to Contract No. 400-79-0063 of the National Institute of Education. It does not, however, necessarily reflect the views of that agency.

TABLE OF CONTENTS

LIST OF TABLES

ACKNOWLEDGEMENTS

ABSTRACT

INTRODUCTION

PART ONE: HISTORY OF THE EASTERN STATE INTERORGANIZATIONAL ARRANGEMENT

1.1 HISTORY OF THE OFFICE OF FIELD EXPERIENCES..... 1

1.1.1. Historical and Institutional Context..... 1

1.1.2. Founding of the First Center..... 3

1.1.3. The OFE Configuration: The Carter Era..... 5

1.1.4. Early Interorganizational Dynamics:1963-1970.... 7

1.1.5. Overview of the Teacher Center Concept: The Early Years of OFE..... 11

1.1.6. The Interregnum: 1970-1975..... 15

1.2. THE FOUNDING OF THE CARDON COUNTY CENTER..... 21

1.3. BARRIERS DURING THE EARLY YEARS..... 33

1.4. FACILITATORS DURING THE EARLY YEARS..... 35

PART TWO: PRESENT CONFIGURATION OF THE EASTERN STATE INTERORGANIZATIONAL ARRANGEMENT

2.1. CHANGES IN THE IOA: THE GOLDMAN ERA..... 38

2.1.1. Changes in Objectives..... 40

2.1.2. Key Persons..... 42

2.1.3. Resource Changes..... 44

2.1.4. Activities..... 45

2.1.5. Interorganizational Dynamics..... 51

2.2. BARRIERS..... 62

2.3. FACILITATORS..... 68

2.4. OPERATION OF THE CARDON COUNTY CENTER..... 78

2.4.1. Institutional Structure, Context, and Events.... 78

2.4.2. Objectives..... 80

2.4.3. Key Persons..... 81

2.4.4. Resource Changes..... 82

2.4.5. Activities..... 83

2.4.6. Interorganizational Dynamics..... 88

2.4.7. Barriers..... 91

2.4.8. Facilitators..... 92

2.5. OPERATION OF THE HANBURG COUNTY CENTER..... 96
2.5.1. Institutional Structure, Context, and Events.... 96
2.5.2. Objectives..... 97
2.5.3. Key Persons..... 98
2.5.4. Resource Changes..... 100
2.5.5. Activities..... 103
2.5.6. Interorganizational Dynamics..... 104
2.5.7. Barriers..... 108
2.5.8. Facilitators..... 108
PART THREE: OUTCOMES
3.1. OUTCOMES FOR THE IOA AS A WHOLE
3.1.1. Individual-level Outcomes..... 112
3.1.2. Organization-level Outcomes..... 112
3.2. OUTCOMES FOR THE CARDON COUNTY CENTER
3.2.1. Individual-level Outcomes..... 120
3.2.2. Organization-level Outcomes..... 122
3.3. OUTCOMES FOR THE WESTERN HANBURG COUNTY ELEMENTARY CENTER
3.3.1. Individual-level Outcomes..... 127
3.3.2. Organization-level Outcomes..... 128
3.3.3. Western Hanburg Teacher Center and Cardon Teacher Center Outcomes..... 131
PART FOUR: THE FUTURE
4.1. THE FUTURE OF THE CARDON COUNTY CENTER..... 134
4.2. THE FUTURE OF HANBURG COUNTY CENTER..... 136
4.3. THE FUTURE OF THE IOA AS A WHOLE..... 139
PART FIVE: SERIALS
5.1. THE BRIDGING SERIAL..... 146
5.2. THE MULTI-MODE METHOD SERIAL..... 154
5.3. THE ROTATION SERIAL..... 160
PART SIX: CAUSAL NETWORKS
6.1. CAUSAL NETWORK NARRATIVE: CARDON COUNTY CENTER.. 167
6.2. CAUSAL NETWORK NARRATIVE: HANBURG COUNTY CENTER. 171
CONCLUSION 174

LIST OF TABLES

Table I-1	Two Levels of Interorganizational Arrangements and Resource Contributions from Participating Organizations	ii
Table I-2	Summary of Eastern State Data Collection Effort	iii
Table 1-1	Key Historical Figures: Founding and Early Years of the Cardon County Center	6
Table 1-2	Event Listing: The Early Years of OFE	12
Table 1-3	Cardon County Education Center Budget (1975-1976)	28
Table 1-4	The Early Years of the OFE Interorganizational Arrangement: Barriers and Their Institutional Effects	34
Table 1-5	The Early Years of the OFE Interorganizational Arrangement: Facilitating Factors and Their Institutional Effects	37
Table 2-1	Key Persons in OFE: The Goldman Era	42
Table 2-2	OFE Activities: 1979-1980	46
Table 2-3	Resource Needs of IOA Members	53
Table 2-4	The Later Years of the Interorganizational Arrangement: Barriers and Their Institutional Effects	67
Table 2-5	Linkage Functions of Boundary Personnel at the Cardon and Hanburg Sites	72
Table 2-6	Linkage Functions of the OFE Director	73
Table 2-7	The Later Years of the Interorganizational Arrangement: Facilitators	76
Table 2-8	Overview of Cardon IOA Resources	82
Table 2-9	Cardon Center Activities: 1979-1980	84
Table 2-10	Barriers: Current Cardon Center Operations	92
Table 2-11	Facilitators: Current Cardon Center Operations	95
Table 2-12	Hanburg Western Elementary Center 1979-1980 Budget	101

Table 2-13	Budget for the Three Hanburg Teacher Centers	102
Table 2-14	Western Hanburg Center Activities 1979-1980	105
Table 2-15	Barriers: Current Hanburg Western Elementary Center Operations	108
Table 2-16	Facilitators: Current Hanburg Western Elementary Center Operations	110
Table 3-1	Degree of Institutionalization: Eastern State Site	117
Table 3-2	Individual Level Outcomes: University and Cardon Center	125
Table 3-3	Organizational Level Outcomes: Cardon Center	after page 126
Table 3-4	Individual Level Outcomes: Western Hanburg Center	132
Table 3-5	Organization Level Outcomes: Western Hanburg Center	133
Table 6-1	Causal Network: Cardon Center	after page 170
Table 6-2	Causal Network: Western Hanburg Center	after page 173

ACKNOWLEDGEMENTS

I would like to express my appreciation to Pat Cox for her editorial assistance, Debra Roaden for her typing and production of graphic displays, and Sara Davidson for her typing.

I would also like to acknowledge the people of the Eastern State case who willingly gave of their time as well as Dr. Ward Mason of the National Institute of Education who inspired this exploration of interorganizational collaboration to improve public education.

ABSTRACT

This case study focusses on interorganizational arrangements (formal agreements between a college of education and individual school districts). The Office of Field Experiences (OFE) founded at Eastern State's college of education in the sixties formally collaborated with five Eastern State school districts to establish either teacher centers or professional development centers to improve local schools. Each of these formal collaborations involving exchanges of resources to establish and maintain the centers constituted a district level interorganizational arrangement (IOA). Coordinators of the centers attended monthly OFE meetings, chaired by the OFE director. Additionally, OFE held its own retreat, special events, and workshops. Thus, OFE represented a different type of interorganizational arrangement, a holistic IOA which formally and regularly brought together the coordinators of the separate district level IOAs.

Data collection modes for the case study included observations of events, activities, workshops, and meetings; focussed discussions with individuals related to the IOAs; and document acquisition (annual reports, minutes, correspondence files, newsletters). In data analysis, particular attention was paid to interorganizational dynamics (the bargaining and exchange of resources including knowledge within a specific environmental setting) as well as to factors which either hindered or facilitated the IOAs' operations. Causal networks were constructed for the Cardon and Hanburg IOAs in order to clarify and explain the historical and current complex of factors which led to the specific outcomes patterns for each IOA.

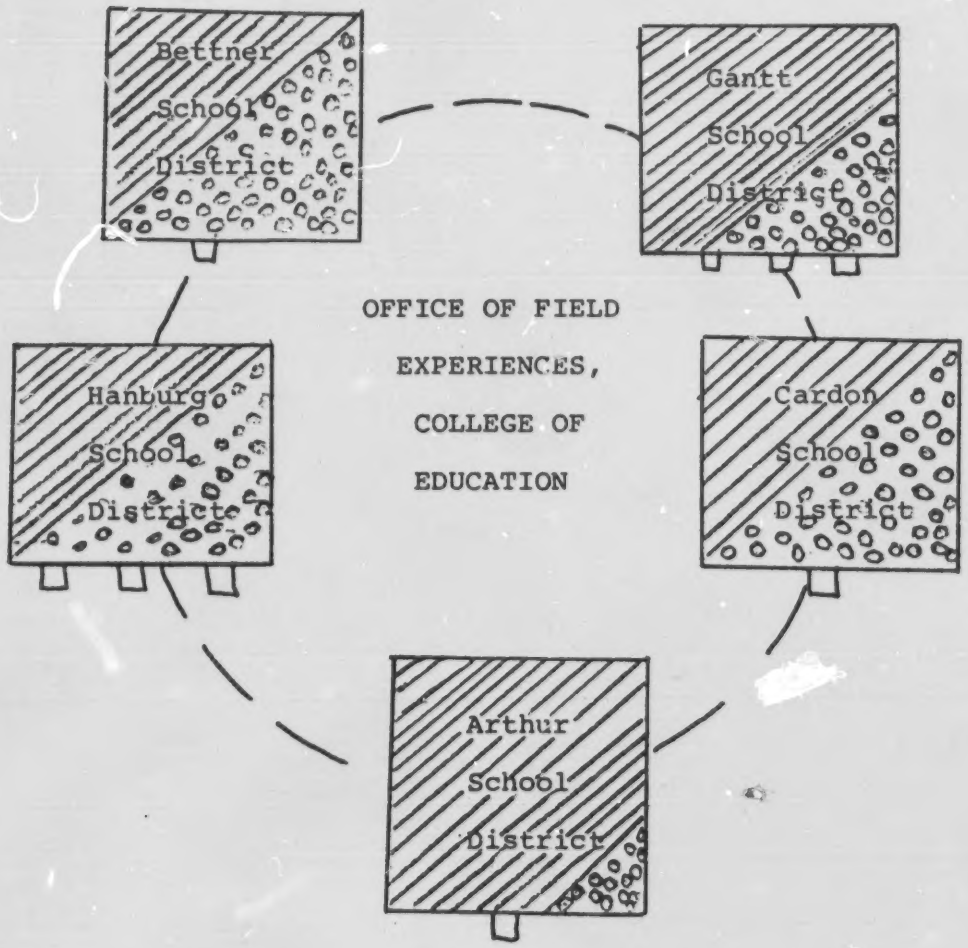
Examining bargaining and exchange in this case study, district level IOAs tended to survive when the exchange of resources met the needs of both the college of education and the school district and when there was a situation of domain consensus or agreement as to the turf and role appropriateness of these organizations. District level IOAs had differing patterns and strengths of outcomes. Both the Cardon and Hanburg IOAs reported a wide range of strong outcomes. At the Cardon IOA, these outcomes tended to be oriented toward problem-solving at the district level (e.g., bridging activities, a research network, and a future educators group). Contrastingly, Western Hanburg center outcomes including Multi-Mode methods tended to be aimed at individual teacher problem-solving. The particular history and setting of each district level IOA in combination with the ideology, style, and personality of the center coordinator helped to determine the particular pattern of outcomes including the IOAs' degree of institutionalization.

INTRODUCTION

Overview. This case study focusses on two levels of interorganizational arrangements involving formal agreements between a college of education and individual school districts. The Office of Field Experiences (OFE) founded at Eastern State's college of education in the sixties formally collaborated with five Eastern State school districts to establish either teachers centers or professional development centers to improve local schools. Each of these formal collaborations involving exchanges of resources to establish and maintain the centers constituted a district level interorganizational arrangement. Coordinators of the centers attended monthly OFE meetings chaired by the OFE director. Additionally, OFE held its own retreat, special events, and workshops. OFE represented a different level of interorganizational arrangement (IOA), a holistic IOA which formally and regularly brought together the coordinators of the separate district level IOAs.

The following table presents these two levels of interorganizational arrangements and illustrates the relative contributions of the college of education and the individual school district to each IOA. Note that this case examines in detail two of the five district level IOAs, those of the Cardon and Hanburg school districts. Within the Hanburg school district, the case focusses on one of the three Hanburg centers, the Western Elementary Teacher Center.

Table I-1 Two Levels of Interorganizational Arrangements and Resource Contributions from Participating Organizations



Key

= District level interorganizational arrangements (IOAs) (Level II)

= Teacher Centers or professional development centers (Gantt School District) resulting from the district level IOAs

= Interorganizational arrangement as a whole, OFFICE OF FIELD EXPERIENCES (Level I)

= College of Education resource contribution

= School district resource contribution

Methodology. There were three data collection modes: observations, focussed discussions and document acquisition. The researcher observed the following types of activities: operations of a teacher center, OFE monthly meetings, OFE workshops, OFE special events, center policy board meetings, center review committee and center operations committee meetings. There were 21 separate observations, each lasting two to three hours. Focussed discussions were held with key persons at OFE and at the Cardon and Hanburg centers: OFE director, associate director, OFE personnel (coordinators of centers other than Cardon and Hanburg), college of education current and retired faculty members or administrators, Cardon and Hanburg coordinators, Hanburg assistant coordinator, teachers, principals, school district administrators, secretaries, graduate assistants. There were a total of 34 interviews including more than one interview with key persons, each lasting two to three hours. Finally, the researcher collected documentary information from OFE and the Cardon and Hanburg centers. There were approximately seventy documents including annual reports, correspondence files, minutes of meetings, governance document, newsletters, OFE publications, articles, activity logs and prediction forms. Twenty-two and one half days were spent on site yielding 341 pages of field notes. The table below summarizes the Eastern State data collection efforts.

Table I-2 Summary of Eastern State Data Collection Effort

Item	Number	
Interviews		
OFE	15	
Centers	11	34
Schools	8	
Observations		
OFE	9	21
Centers	12	
Documents	70	
Total days on site	22½	
Total field notes	341 pages	

Field notes were dictated, transcribed, and coded in order to answer a set of research questions grounded in a blend of organizational and interorganizational theory, knowledge transfer theory, and exchange (power/dependency) theory. There were ten research questions:

1. What is the nature of the arrangement?
2. What is the historical context of the arrangement?
3. What is the environmental context of the arrangement?
4. What are the characteristics of the staff in the arrangement?
5. What are the relationships between the participating organizations?
6. What are the activities of the arrangement?
7. What are the outcomes of the arrangement?
8. In what ways are different types of arrangements associated with different outcomes?
9. What factors serve as barriers or as facilitators to successful outcomes?
10. What factors help to explain outcomes of the arrangement?

Format. The following case presents answers to the above listed questions. The organization of the case reflects the initial and current years of an interorganizational arrangement's life cycle. Part One begins with the history of OFE including the Cardon and Western Hanburg centers and moves on to an examination of the interorganizational dynamics as well as the barriers and facilitators during the early years of OFE and its centers. Part Two presents the current configuration and operations of OFE and its centers and analyzes changes over time as well as current interorganizational dynamics, barriers and facilitators.

The final four sections of the case represent four related approaches to detailing and analyzing the outcomes of OFE and the Cardon and Western Hanburg centers. Part Three sets forth the outcomes of these IOAs both at the individual and organizational levels. Part Four focusses on a meta-outcome, the future of these IOAs. Providing three very detailed examples of center outcomes, Part Five analyzes three serials or episodes related to administrative or substantive outcomes

of the centers. Finally, Part Six utilizes causal networks, explanations of outcome patterns at the Cardon and Western Hanburg centers, to integrate and provide an overview of historical and other complex factors (environmental, organizational, and interpersonal) which contributed to a wide range of outcomes at the university and school levels.

Constraints. Due to the exploratory nature of this study of formal interorganizational arrangements involving a college of education and local school districts, there are several constraints to consider. First, there were selection constraints. The Eastern State University was selected for study due to the exemplary nature as well as the relative permanence of its interorganizational arrangements. Within the Eastern State University case, the Cardon center was selected as the primary district level IOA to be studied while the Western Hanburg Elementary center was selected as the secondary site. Here the criteria for selection included the exemplary nature of the district level IOAs as well as the ease of access to the sites.

Second, there were more data collected from the Cardon site than from the Hanburg site. The range of informants was greater at the Cardon site than at the Hanburg site because of potential difficulties with formal research access to locales other than the centers and to individuals other than coordinators and their staffs at the Hanburg site. Thus, there were constraints in comparing the two district level IOAs due to differences in amounts of time spent on site and types of informants at each locale.

Thirdly, the information relied upon in the case was acquired through focussed discussion with informants, many of whom related past events. Selective biases might have been present in individual accounts of the past as certain memories faded over time. Wherever possible, information was checked against documentary evidence or other information sources. A related problem was the potential for informant unconscious or conscious selective perception related to current events. Here, too, information was checked against documentary evidence, observation data, and with at least two informants whenever possible.

Overall, informants were direct, open, and responsive. They reported their own perceptions of the reality of these interorganizational arrangements - perceptions upon which they acted and with which they lived. Feedback from the on-site consultants revealed no major discrepancies in the case account and is reflected in the final case study.

1. HISTORY OF THE EASTERN STATE INTERORGANIZATIONAL ARRANGEMENT

1.1. HISTORY OF THE OFFICE OF FIELD EXPERIENCES

1.1.1. Historical and Institutional Context

The college of education at the River's Landing Campus, the first and more prestigious campus of the Eastern State University, was founded in the early nineteen hundreds. It was and remains the most prestigious state institution for teacher education in a rather small eastern state. In the fall of 1958 Martin McPherson came to the associate dean and director of student teaching position at the college of education. He had been director of student teaching at a midwestern state university where he had started six or seven teacher centers with full-time coordinators paid by the university. McPherson's philosophy was that when you had control of a school district, you had better quality student teacher training. As he observed,"I happened to be in a spot (in the midwestern state) where I could compare the quality of teacher training in controlled and uncontrolled situations." Additionally, McPherson had been following the literature on teacher professionalism and realized that teachers appreciated the center concept.

At the time McPherson arrived on the scene at River's Landing, there were approximately 32 members of the college of education. The college was beginning a period of rapid growth. It was characterized by strong, independent departments. Student teacher supervision was done in a traditional manner of a faculty member supervising a student teacher. In the secondary education department, individual faculty members supervised student teaching whereas in the elementary education department one faculty member did most of the student teacher supervision. In the student teaching area, McPherson recalled that "people were griping. They were working with strong counties. The university didn't have enough voice. One county placed a student teacher with a poor teacher, based on their philosophy that a student teacher could learn what not to do." There was also a diverse faculty group, some of whom were older people and some of whom had been educated in the normal school tradition. So McPherson began "talking about centers and about

getting people in specific schools where we'd have control. We'll have to pay a price; we'll aim at developing a core of teachers who will supervise. They (the faculty members) were all for that but they wanted to control - they wanted to supervise - they were seriously threatened. I wasn't getting very far." Other informants noted that the schools were complaining about the haphazard manner of student teacher placement when it was done on a one-on-one basis.

In 1963 McPherson, with the support of Dean Saltonstall, hired Bob Carter to serve as the first director of the Office of Field Experiences (OFE). The position of director was a part-time position. Carter dropped by the college of education one afternoon while he was on special assignment at the Office of Education, talked to McPherson, and was asked to apply. He began teaching methods courses one half-time and directing the new OFE half-time. During his first two years at the college of education, he was devoted to developing the office and coordinating the supervision and placement function of the new office. Professionally Carter "was interested in making the student teacher setting more clinical and in allowing for a variety of experiences." There was a complementarity between Carter's philosophy and that of McPherson, although McPherson focussed initially on the student teaching function of the centers. "As we talked more," reported Carter, "I said that in-service people need it, too. Martin listened and said that (I) was right. There was an exchange of memos between me, Martin, and Saltonstall which then broadened out to include five departments."

Meanwhile, Ron Hartney, a professor who had come to the college of education in 1964, had been talking to Dean Saltonstall. He began to talk to the dean about the problem of travel ("It was horrendous!") and supervision of student teachers. At that time, Hartney had been reading a lot of literature about the teacher center concept. He told the dean about the teacher center concept and about the literature on teacher centers. Hartney reported that "the dean was interested in this idea."

Dean Saltonstall was nearing the end of his tenure. (He retired in 1970.) One informant remarked that Saltonstall "felt that the centers were his pet project, the culmination of his entire career." Saltonstall put his full support behind McPherson and the teacher center concept. This support was not only moral support; Saltonstall gave McPherson strong budgetary support for OFE and the center concept.

Without the strong and hard-nosed support of Saltonstall and McPherson, OFE and the teacher centers would not have come into fruition. Dean Saltonstall delegated the undergraduate program to McPherson and said, "straighten it out." McPherson observed that "I knew the centers were the answer. But many faculty did not agree with this answer." Describing many secondary faculty members' response to the teacher center concept, McPherson recalled that "it was really awful. They resisted. They grieved." One older woman faculty member who had spent most of her life supervising teachers asked, "But Martin, what are we going to do?" This question captures the threatened feeling of a large number of secondary education teachers: McPherson and Carter were invading their turf. In fact, Carter's goal for the centers was to train a cadre of school teachers to handle supervision of student teachers.

Carter's concept was evident in an OFE proposal which he and his staff drafted before their departure around 1970. The proposal called for three levels of in-service training culminating with a final three years of training leading to the title of "Associate in Teacher Education" with a 10 percent release time from classroom teaching to work with pre-service and in-service students. Thus, this title would have been reserved for teachers who had been involved in a total of six years of training. According to Carter,he had done the planning and had commitments for this center program but it fell apart after he left the college of education.

1.1.2. Founding of the First Center

Spurred by the agreement between McPherson and Carter as to what the centers should be and by the support of the dean,

work on the centers went full steam ahead. As McPherson remembered, "I wasn't getting very far with the faculty members, but I went ahead and negotiated to establish the centers. It was arbitrary." Moving ahead, Carter invited to the university 18 superintendents from school districts where the college of education placed student teachers. He discussed the idea of teacher centers with them. There was almost unanimous agreement in terms of the teacher center concept and the notion of the 50-50 split in contributions to the center (for which Carter pushed). Both the Martinville County superintendent and the Hanburg County superintendent attended this meeting as well as several round tables focussed on school-university relations.

During the first year following these meetings, McPherson and Carter established the first center at an elementary school in Martinville County with the help of some federal funds through the state. The coordinator was selected by the college of education and purchased the college of education's first videotape recording unit. This center, with its videotape recording unit, was written up in national publications. The center worked well and, according to McPherson, "We moved from there to establishing them without federal money." This first center was followed by the establishment of another elementary and two secondary centers in Martinville County based on the 50-50 formula for resourcing.

In fact, McPherson had negotiated with the vice-president for academic affairs at Eastern State University to ensure solid funding for OFE. He was against student teaching fees and told the vice-president that the college of education should get all senior college of education students' instructional materials money. Thus, "we got lots of money, about $100 a student for the year; we got a flat appropriation in the budget for student teaching and salaries. We wanted a budget (for OFE) that didn't go through the legislature." Since these were times of growth in the budget, the early OFE was in excellent financial shape.

1.1.3. The OFE Configuration: The Carter Era

During the Carter era, the director occupied a tenured position which became full-time. There were two associate directors, one to coordinate elementary education and the other to coordinate secondary education. Also, coordinators had tenure track joint appointments with the departments. These lines were assigned to OFE. It is also important to note that the people who occupied these positions were senior people. Here was another point of contention, or as Carter reported, "a major struggle." Some people in the departments did not want academic professionals in OFE.

At its height during the Carter era, OFE grew to include a staff of thirty, eight of whom were professionals. In 1970 there were 4,300 placements and 120 people involved in supervision. It was truly a period of remarkable growth for OFE and for the college of education. Also in 1970, the OFE configuration was composed of the following IOAs:

- 4 centers in Martinville County
  - 2 elementary
  - 2 secondary
- 3 centers in Gantt County *
  - 2 elementary
  - 1 secondary
- 3 centers in Hanburg County*
  - 2 elementary
  - 1 secondary
- 1 center in the Bettner School District*
- 2 secondary centers in Urban City
- 1 center in Arthur County**
- 1 center in Jefferson County

How did faculty members remember the workings of OFE during the Carter era? A secondary education faculty member recalled that OFE in the early days seemed to him to be an "administrative mechanism for getting students in and out of the field." He said that "we (faculty) would give methods courses in the field setting in those days through the center schools." Also he had

* Still in existence
** Still in existence in modified format

Table 1-1 Key Historical Figures: Founding and Early Years of the Cardon County Center

NAME	POSITION
University	
Russ Stoutemeyer	Acting Director of OFE
Esther Kanter	Associate Director
Ann Huberman	Associate Director and representative of the Early Childhood/ Elementary Education Department
Ron Hartney	Chairman of the Administration Department
Ralph Robbins	Dean
Hal Feeney	Industrial Education Faculty Member
Dan Baldwin	Professor of Elementary Education
Rob Goldman	Director of OFE (after Stoutemeyer)
County (Cardon)	
Hank Connors	Superintendent
James Barnes	Director of Education
Pat Weaverman	Administrative Assistant and Supervisor of Elementary Education
Elmer Mariner	Director of Personnel
Mike Green	Middle School Principal
Center (Cardon)	
Jimmy Rugglesworth	First Center Coordinator
Dorey Hammer	Second Center Coordinator

a lot of interaction with the center coordinators in those early days and did not perceive of them as OFE people. They had joint appointments with the secondary education department.

Bob Harper, the present Hanburg coordinator, recalled that he was a teacher in the Hanburg Model Elementary School when the teacher center opened there. The center then was much different than a teacher center today. There was almost no in-service. Any in-service was devoted completely to the supervision of student teachers. There were several other conceptions of OFE - conceptions tinged with, in the words of one faculty member, "rancor."

1.1.4. Early Interorganizational Dynamics: 1963-1970

There was a great deal of consensus between school systems and the college of education as a whole. For the school systems set in growing districts OFE offered a host of benefits over the older, unorganized one-on-one model of student teacher supervision. The school systems now had a "window on the talent" - a mechanism for new teacher selection and recruitment; the school systems also gained some sense of bureaucratic order where before there had been anarchy.

However, within the college of education, the creation of OFE led to a state of dissensus and bitter conflict. Informants used strong and colorful metaphors to bring back the realities surrounding the birth of OFE. An early childhood education professor who had served as an acting director for a brief period in 1973 recalled that "many bloody, unhappy things went on in those early days of OFE." She said she could tell stories of "efforts dead-ended and people whose lives were dead-ended." A secondary education professor referred to the "famous OFE-secondary department's battle over the jurisdiction over student teachers"; he explained that it was going on for a while. The main question was, who will control OFE? Would OFE be a bureaucratic mechanism or a policy-making body? Many in the secondary education department were strongly opinionated in terms of the role of OFE.

Describing this political imbroglio, the man who then chaired the secondary education department recalled "endless

meetings and lots of talk." His faculty were specialists; they were experts; they taught the best courses and they wanted to go out in the field and see their students. The faculty were very angry when McPherson just put nine positions into the budget without telling anyone. "They (the positions) just appeared one day in the budget." The enraged secondary education faculty invited McPherson to meet with them. McPherson told them that he could not talk in all that bedlam and walked out. Later the department members said they wanted McPherson back to talk with them. However, McPherson wanting a guarantee of order, never went back.

Three faculty members went to the secondary chairman and asked the chairman to go along with them to talk to McPherson about OFE. McPherson's and the secondary chairman's recollections of this meeting, a key event in the founding and survival of OFE, were almost identical. The secondary delegation entered McPherson's office and McPherson invited them to sit down. They replied that they preferred to stand. As McPherson recalled, "I got behind the desk. They asked me where I got the power to start the centers and I answered that Dean Saltonstall delegated the undergraduate program to me. Then they asked, 'How many more will you establish?' And I answered, 'I am going right on.' They replied, 'We are here to tell you that we oppose the centers and we need to renegotiate.'" McPherson recalled that he was just as arbitrary as the delegation. He told the delegation, "We're not getting very far," and said, "No." The delegation stood there in the office. Finally, the members of the delegation drifted out of the office.

Gradually, according to McPherson, the secondary faculty got tired but there were "little sabotages" until another key event occurred, the Triple T Grant conflict. (It is also important to note that there was some hostility in the elementary department but it was not as widespread as in the secondary department which was the largest department and had the history of one-on-one supervision in the specialized subject areas.) Probably due to the hostilities on campus,

Carter and his staff quietly prepared a proposal for a federal grant dealing with teacher training (the Triple T project). Even McPherson did not know about this OFE effort which planned to house the Triple T project (a degree-granting project) in OFE. Meanwhile, McPherson and the college of education were working with the Bettner School District and the state department in writing a two million dollar grant proposal for a Triple T project. As McPherson remembered, "For some reason, their proposal (that of OFE) was accepted and ours wasn't." When the three-year award to OFE (a much smaller amount of money than the two million dollars proposed in the college of education schema)was announced, negative feelings on the part of many faculty toward OFE were reinforced. This 1967 episode also reinforced some faculty perceptions that Carter had a "unilateral" decision-making style and was "more of an empire builder than Goldman (the current OFE director)." The dean moved quickly to handle the ensuing brouhaha over the grant award to OFE; he placed administration of the grant with the administration department and this was acceptable to Carter whose office implemented the training grant for fifteen students working on a doctoral program in school-based supervision. (Ten of the fifteen completed the program and received the doctoral degree.)

Some of this animosity was abated in 1968 when OFE won a national award from the American Association of Colleges of Teacher Education for the centers. This was the year also when the first center in Hanburg County opened in conjunction with the opening of the model elementary school there. In order to bring this opening about, both Carter and McPherson talked to the Hanburg superintendent whose predecessor had attended the earlier meetings and endorsed the center concept. Carter and McPherson also built upon formal and informal linkages to make the center happen. Carter was a member of the planning board for the model schools in Hanburg County. As a result of the county's interest in innovation, Carter suggested a teacher center. The assistant superintendent then was the wife of a college of education faculty member. Her assistant was the

man who, until a fairly recent promotion, supervised the current teacher center coordinators in Hanburg County. These two individuals worked hard with Carter to bring about the center. Carter and McPherson's modus operandi for establishing the centers (and adding, in those days of growth, centers in locales where a center already existed) was to meet individually with the superintendents and to build on informal linkages of trust where these existed. Thus, the centers in Gantt County were founded in 1968, followed by the Arthur and Bettner School District Centers in 1969 and Jefferson County as well as Urban City Centers in 1970.

After the "subduing" effect of a national award had worn off, some faculty continued to be quite concerned with the visible growth and possible power of OFE. In the fall of 1969 McPherson went on sabbatical. Dean Saltonstall appointed John Monari, a secondary education faculty member to serve as acting associate dean. McPherson reported that while he was away, "they (the faculty hostile to OFE) jumped in to cut the power of OFE. I didn't know it was going on. The move was on! A year after that, a disheartened Bob Carter resigned. Bob took the fire for me in a lot of ways. He (Carter) was a nice guy and vulnerable. We did have a lot of people with us but they didn't speak up."

During the acting associate deanship of Monari, resistance to OFE increased and "barriers were thrown in the way of implementation of any OFE efforts." There was concern with the lucrative salaries paid to OFE staff and with the lines that OFE controlled. And there were unsubstantiated rumors about a "funds scandal." "It was a very political time." A coordinating committee, a "watchdog group" as one informant called it, was formed with representatives from each of the departments.

In 1970 when Bob Carter, along with all except one of his staff members, resigned, OFE's efforts were continuing to be recognized on a national basis. According to Carter, calls from different parts of the country came in to Carter every week,

asking for information about the centers. It was also a time when every move of the OFE office was being watched very closely.

Table 1-2 presents an overview of the historical events related to OFE and its centers. In summary, OFE was born amidst growth in Eastern State school districts, respect for the notion of (and even a belief in) innovation, and conflict within the college of education. Two men were key people responsible for OFE's success in being brought into fruition and into surviving the "rancorous" conflict and sabotaging of the early years of its life. If McPherson had not fought for his idea (with the support of the dean) and if Carter had not breathed strong life into the concept, OFE would probably not exist today.

One could make the argument that if McPherson and Carter had not made OFE so visible, perhaps the conflict would have been lesser. Perhaps, though, the birth of a new organizational entity within an already existing organization called for leadership qualities of toughness and rigidity - qualities quite different from those necessary for leadership in OFE today.

1.1.5. Overview of the Teacher Center Concept: The Early Years of OFE

The original teacher center concept as envisioned by McPherson focussed on centers in schools devoted to the supervision of student teaching. As noted earlier, the idea grew out of McPherson's experience in a midwestern state where he started centers which would allow the university to control student teacher supervision in the schools. The idea also grew out of McPherson's reading of the literature on teacher professionalism.

After McPherson hired Carter, the two explored the notions of teacher centers in conversations and in memorandums. Carter's notion of the center concept was broader than McPherson's initial concept which was grounded in student teaching. Carter remembered that "as we talked more, I said in-service people need centers, too. He listened and said you are right." Thus, the first teacher center proposal included both in-service and pre-service concepts. Additionally, Carter felt that the

Table 1-2 Event Listing: The Early Years of OFE

Year	Environmental Characteristics	Event	Deanship
1958	Time of growth in school districts and at college of education	McPherson arrives at college of education. He serves as associate dean during a decade of growth in teacher education.	Dean Saltonstall
1963		McPherson hires Carter to begin and serve as Director of Field Experiences.	
1966	Time of interest in innovation	Carter invites 18 superintendents to a meeting and roundtables to discuss the teacher center concept.	
1967	Presence of federal funds	McPherson and Carter establish first center at a Martinville County elementary school.	
1967	Presence of federal funds	OFE prepares a Triple T grant proposal (unbeknownst to the college which was preparing a joint proposal with the Bettner District) and wins the grant.	
1967		Secondary delegation meets with McPherson to express disapproval of center concept; McPherson holds firm.	
1968		OFE wins National award and recognition for the center concept.	
1968	Interest in and support for innovation	OFE establishes the first Hanburg County center.	
1968		OFE establishes the first Gantt County center.	

Year	Environmental Characteristics	Event	Deanship
1969		OFE establishes the Arthur County center.	
1969		OFE establishes the Bettner School District center.	
1969		McPherson goes on sabbatical and Monari serves as Acting Associate Dean; A "watchdog" committee is formed.	
1970		OFE establishes the Urban City center.	
1970		OFE establishes the Jefferson County center.	
1970		Carter and almost all of his staff resign.	Dean Saltonstall retires
1970		Administration Professor is named as Acting Director of OFE. He hires Goldman as Assistant Director.	Dean Bianco assumes office
1971		Acting Director returns to his department. Dean names Goldman as Director following a national search.	
1971		Goldman hires Kanter and Huberman as Associate Directors.	Dean Bianco resigns
1973		Goldman leaves OFE to direct project in Gantt County Schools.	Dean Monari assumes office
1973		Ann Huberman serves as Acting Director for six months.	
1973		Dorey Brown serves as Acting Director and Assistant Dean.	
1974		Russ Stoutemeyer serves as Acting Director.	

Year	Environmental Characteristics	Event	Deanship
1973-1975	Time of beginning fiscal stringency in the districts	Centers in Martinville, Gantt, Jefferson, and Urban City (secondary) were closed.	
1975	Time of beginning fiscal stringency at the university	The Dean moves the Assoc. Director lines or parts of lines to their respective departments.	Dean Monari resigns and Dean Robbins assumes office
		The central administration removes the coordinator lines from OFE and leaves a lump sum in the budget.	
1975		For the first time, the university budget is not additive.	
1975		Stoutemeyer presides over the founding of the Cardon Center.	
1976		Goldman returns as Director of OFE.	

14

centers should train teachers to handle the supervision in the school setting as evidenced in his proposal for associates in teacher education. These concepts and the notion of teachers as resources were quite threatening to faculty whose turf these notions invaded. (Later these ideas of teachers as professional resources for student teacher supervision were evidenced in the professional development centers created in Gantt County after the closings of the teacher centers there.)

In terms of knowledge transfer, with the hostilities of many faculty toward OFE, there was virtually no feedback from the centers into the graduate classroom. Also, as one Hanburg teacher recalled, there was little in the first teacher center in Hanburg County in the way of broad in-service or practice improvement. Rather, the focus was on supervision of student teachers.

Interestingly, Carter commented on the closing of the Martinville and Gantt Centers after he had left the directorship of OFE. "When I was there, there was strong in-service. When I left, it fell away. The university provided less and less in-service." Thus Martinville County felt the centers were "too expensive for what they were getting"; also, Martinville had a sophisticated staff development program of its own. In Gantt County, too, they were not getting in-service (according to Carter) and the centers were too expensive.

1.1.6. The Interregnum: 1970-1975

Nineteen-seventy was also the year in which Dean Saltonstall retired. Following his retirement was the first of several reorganizations in the college of education resulting in an advisory committee for the Office of Field Experiences. From 1970-71 there was an acting director of OFE (from the administration department). At the end of the summer of 1970, he hired a twenty-eight-year-old young man who was a Fellow at the Office of Education to serve as assistant director for secondary education. This man was Rob Goldman, who, prior to his Office of Education experience had had three years of

secondary school teaching experience in a northeastern state. Both the chairman of the secondary education department and McPherson were involved in hiring Goldman.

In 1971 the term of the acting director ended and there was a national search for a replacement. After interviews with a number of candidates, the chairman of the secondary education department recommended Goldman for the directorship and the new Dean, Dan Bianco, offered the position to a "flabbergasted" Goldman.

Thus, in 1971, Goldman became director of OFE and hired two associated directors: Esther Kanter to coordinate the secondary and related areas and Ann Huberman to coordinate the elementary areas. Both Esther and Ann were trained at Teachers College and were strongly committed to teacher education. Initially, Esther and Ann were supposed to teach one course per year and devote the rest of their time to OFE. The OFE of 1970-71 was described earlier and consisted of fourteen centers and seven school systems.

During 1971 Goldman recalled that his role was primarily that of mediator. Ann Huberman recalled that "the tenor of the air (then) was, don't breathe...The year (1971) was a stormy year. Bianco (the dean) felt that there was no such thing as teacher education and he provided no support for OFE. However, it was also a first year and a honeymoon year, so that OFE survived...The climate at the college of education was changing: people were getting to focus on resources and security issues."

At the end of 1973 Bianco resigned the deanship. Also at the end of 1973 Goldman chose to leave OFE to head Project Cooperation at a junior high school in Gantt County. He was in the field for three years. When Goldman left, Ann Huberman was named acting director.

She said that she served as acting director "for a very short period (actually a semester) - I was not happy in the role and they were not happy with me." There was still a carryover of asking permission for each little thing and Huberman did not like to do this. Following Huberman's

tenure as acting director, Dorey Brown who was assistant dean, was also appointed as Acting Director of OFE. At the end of the year, the new dean, John Monari, called in Goldman and told him he could return to his position as Director of OFE or he should resign. Goldman decided to stay out in the field and he resigned. Then Monari appointed Russ Stoutemeyer, a secondary education faculty member, to serve as acting director. Stoutemeyer served as acting director for about two years (1973-1975) while Goldman remained in the field. During Goldman's last year in the field he directed a cut-down version of Project Cooperation, as the funding came to an end. This period was quite valuable for Goldman and he has been "able to do a good job as a result of what I learned in the field then."

During these transitional years, centers in Martinville County, Gantt County, Jefferson County, and Urban City were closed. And the center in Cardon County was founded. The only centers discontinued at the initiative of the university were the Jefferson County and Urban City secondary centers. The reason that the Jefferson County center was discontinued was its great distance from River's Landing. The rationale for the Urban City secondary center's closing was more complex, involving a number of factors. These factors stemmed from conflicts concerning the center and included some complaints on the part of student teachers against inner city student teaching assignments, the personality of the center coordinator, and (according to one informant) the perception that "the institution was racist." The root factor, however, in both the secondary Urban center and the Jefferson center was that they did not attract enough students.

On Stoutemeyer's first day on the job he attended the Martinville County School Board meeting at which the decision was made to close the centers. The ostensible reason for the closings, according to all university-related informants, was financial. But the underlying issue according to three college of education informants was, in the words of Stoutemeyer, "the sense that they can do what they want to do themselves. The staff development office (in Martinville County) had a

notion of what was appropriate." This created a situation of domain dissensus regarding the in-service function of the Martinville centers. Carter opined that, in fact, after he left, the Martinville center offered little in the way of in-service, and thus, the county felt the benefits were more weighted toward the university. It is important to contrast this domain dissensus regarding the centers with the situation of domain consensus regarding the role of the university in Gantt County. Similar to Martinville County, Gantt County claimed that fiscal stringency was the reason for the discontinuation of the centers there. However, Stoutemeyer pointed out that the difference between Gantt and Martinville Counties was that "Gantt County was immediately ready to enter into talks, while Martinville County didn't have the energy. I went with where the energy was."

Most of Stoutemeyer's tenure was spent in "presiding over the demise of centers, the creation of a center in Cardon County," and in straightening out internal management problems. In the words of Stoutemeyer, "I was a responder in that job." Stoutemeyer was instrumental in removing Huberman's line from OFE to the early childhood department to alleviate strain between the elementary coordinator and coordinators in the field. At the same time, the dean also removed 51 percent of Kanter's line from OFE to the secondary department. In exchange for Huberman's line, the elementary/early childhood department appointed one of its young faculty members to serve as "liaison" for the elementary coordinators with one course relief. Kanter, with her line anchored in the secondary department, remained as associate director of OFE (49% time) and retained responsibilities for coordinating the secondary area.

During Stoutemeyer's acting directorship there was much less conflict between the secondary education department and OFE. One reason for the lessening of conflict was the effective job that two placement assistants did for the secondary student teachers. As Stoutemeyer noted, "They worked

beautifully with the faculty." Additionally, in 1975, the central administration removed the coordinator lines "in a sneaky way" from OFE but left the money in the budget as a lump sum. Goldman explained that "this is a problem. The money was left as a fixed sum. It has not changed since 1975. You are a line item in the university budget and it is very difficult to get extra funds." Nineteen-seventy-five marked the first time when the university was not an additive budget. The crunch was on!

In summary, the key environmental characteristic of this "interregnum" period was a change in the abundance of resources available during the early years of OFE. This movement toward fiscal stringency in its initial stages both at the county and university level combined with a situation of domain dissensus in the Martinville County setting to bring about the demise of the center there. Additionally, the absence of the initial leaders of OFE, McPherson and Carter, with their driving visions of the centers and the presence of a string of acting directors provided the backdrop for the decline in the number of centers in the leaner years of 1970-1975. During these years, conflict with the departments abated. The first OFE staff had left the college of education and OFE was no longer in an "empire-building" mode. Rather it was trying to hold itself together and function effectively, goals which Stoutemeyer achieved during his acting directorship. Few changes were made in the functioning of the centers.

Three studies of the centers, as reported by Huberman, were undertaken by her while at OFE. One was a graduate student's study of the daily life of a center coordinator. Another was a study on the differences between student teacher attitudes in center and non-center setting. (There was no difference). A third study examined the supervisory behavior of cooperating teachers in center schools and teachers in non-center schools. (Cooperating teachers used more divergent, hypothetical strategies and less prescriptive strategies.) None of these studies were completed or published

and have not been worked on since Huberman left the OFE office. Also there was a paper written by Huberman, Kanter, and Goldman for the American Educational Research Association concerning the teacher centers.

The period of acting directorships ended in 1976, when Dean Robbins asked Goldman to return to the college of education. (Goldman's project in Gantt County was ending.) Thus, Goldman returned to the directorship of OFE at the end of 1976.

1.2. THE FOUNDING OF THE CARDON COUNTY CENTER

Stoutemeyer also presided over the birth of the Cardon County center. Table 1-1 lists key figures in the early years of the Cardon center. Prior to the center's actual founding, a number of formal and informal linkages existed between the college of education and the Cardon school system. In 1964 and 1968, Ron Hartney met with a small group of people from Cardon County to develop and work on staff development. Hartney recalled that "I had a number of these people from Cardon County in my class. I had lectured about the need for a strong staff development program. My students asked me to come down and talk with them." Hartney developed a plan, working with Cardon administrators including James Barnes. Unfortunately, the plan was not funded but the linkages were in place.

Additional linkages were being formed. An industrial education professor, Hal Feeney, supervised student teachers in the Cardon schools and worked with Mike Green, the principal of the Cardon Middle School. Also the Cardon superintendent had worked with student teachers and faculty in the industrial education area.

Yet another linkage was Elmer Mariner, Director of Personnel for Cardon County. Cardon County had a strong need for math and science teachers. According to Esther Kanter, Mariner had made several abortive attempts (prior to 1975) to get the university to help with math and science student teachers.

A final and key linkage was Pat Weavermon who had been an elementary principal in Cardon County after which she enrolled in a full-time doctoral program at the college of education. While in graduate school, Pat also taught in the college of education for a year. Returning to Cardon County, the superintendent asked her to serve as principal for a school that was closing in June. Following that role, Superintendent Connors appointed Weavermon as administrative assistant and supervisor of elementary education. Here, Weavermon shared an office with James Barnes, who was later to become assistant superintendent.

While in graduate school, Weavermon first learned about the teacher education center concept. Her adviser, Dan Baldwin, talked with her about teacher centers. (In Weavermon's file were three interesting documents related to teacher centers. The first was a copy of the Teacher Education Center Act of 1974, As Amended from the State of Florida. The second was a copy of a November 1975 monograph by Allen A. Schmeider and Sam Y. Yarger entitled, "Teaching Centers; Toward the State of the Scene." And the third was a copy of the May 18, 1972 Constitution of the Cooperation in Teacher Education Project in New York.)

When Pat was administrative assistant to the director of instruction, she received a telephone call from Dan Baldwin. Martinville County and Gantt County had closed their centers. Dan told her that he thought the time was right for her to get a center. After talking with her, Dan spoke to his dean while Pat spoke to Superintendent Connors. Recognizing that Mariner had years of contact with the college of education, Pat always included him in the discussions.

The earliest document available and related to the center founding, was a letter from Pat Weavermon to Dean Robbins dated 15 January 1975. In this letter Weavermon referred to earlier discussion between Assistant Dean Dorey Brown, Esther Kanter, and P.J. Curtis, Director of Secondary Education, concerning student teacher centers at the secondary level. Weavermon wrote that "my interest is in extending this effort to include elementary schools...We are most anxious to work with you to explore the possibility of student teacher centers and I am available to discuss this with you or your designees at your convenience." Then Weavermon had Mariner send a letter to the dean reinforcing Cardon County's interest in establishing teacher centers. Curtis and Stoutemeyer met to discuss the teacher center idea for Cardon County.

On February 25, 1975 Curtis and Stoutemeyer wrote a memo on dean's office stationery to Mariner. The memo's subject was "intent to establish Teacher Education Centers in

Cardon County," a working paper for further discussions. They proposed that a final memorandum of agreement be produced and be signed by the dean of the college of education and by the Cardon superintendent. The very detailed memo contained the following elements:

- Three Basic Reasons for Establishing the Centers: Pre-Professional Placement, In-Service ("dual nature... in-service for those directly involved in working with student teachers...projected and corollary orientation have been in-service programs concerning such things as curriculum development and special problems locally identified"), and Research ("whereby the representatives of the university and the county can foster mutually agreed upon research activities")
- Nature of Center ("two elementary schools, one middle school, and one high school...in the northern part of Cardon County...also the possibility of rotating schools over a period of years should be considered as the center develops")
- Coordinator ("joint appointment...cooperative search")
- Resources from Cardon County and Eastern State (a listing of the shared costs including college of education shared salary of coordinator and Cardon paying for 40% secretary).
- Governance ("a cooperative enterprise...will be determined by a group consisting of Curtis, Stoutemeyer, Kanter, Huberman, Mariner and three others identified by Cardon County")
- Expectations (a listing of minimal and maximal goals for the center).

The Cardon County administration then prepared a working paper in reaction to this February 25, 1975 memo which generally expressed agreement with the memo, identified the middle and high schools and suggested an open-space as well as a self-contained elementary school, and specified up to $15,000 amount from the county for the 1975-1976 school year.

In early March, Dean Robbins signed the agreement establishing the Cardon County Education Center; on March 25, Superintendent Connors added his signature to the document. Just prior to March 26, four representatives of the Cardon schools and four representatives of the college of education met to hammer out the implementation of the agreement. The minutes of that meeting reported that a job description for the coordinator was approved and would be circulated to a distribution list compiled by the university and the school system. A search committee (four persons from Cardon and four from the college of education) was named to meet during the last week of April in order to choose five finalists. Space in the middle school would be assigned to the coordinator. Finally, a governance proposal was approved. It was to be reviewed by June 1, 1976.

The governance proposal established a single coordinating council with representatives from participating school and county units. Meeting monthly, the council would have the coordinator as its executive secretary. The council was charged with setting program priorities consonant with the memorandum of agreement, developing guidelines for resource allocation, and designating task forces wherever necessary.

Notes of an April 9, 1975 meeting including teacher and principal representatives revealed that the Cardon County Board of Education reacted favorably to the center's establishment. At this meeting, the participants set the norms for the center council including alternating Mariner and Stoutemeyer as chairpersons ("facilitators") and designated Ann Huberman as the chair for a group to consider further proposals on governance. The participants also emphasized that the council was not an advisory body. Rather, it was a policy decision-making group: "The center coordinator will implement all policy decisions."

The May 16, 1975 meeting revealed some points of agreement on governance: "A separation of elementary and secondary activities would interfere with the needs of children" and "local school personnel must have some authority." At this meeting, it was decided that Esther Kanter would convene the

search committee sometime after June 3, 1975.

Meanwhile university and school district efforts to orient their personnel to the center were proceeding. On May 7 the college of education planned a visit for the college faculty to Cardon County. And on June 12 and 13, there was a workshop for all staffs involved in the "Maryland Teacher Education Center," preceded by a morning orientation and luncheon on June 11. The workshop covered skill development for supervisory personnel. The college of education granted one graduate level credit for persons who participated in this workshop as well as for a three day on-going workshop in skill development for supervisory personnel in August.

On June 4, Kanter convened the search committee for a preliminary screening of candidates for the coordinator positions. The nine finalists included candidates from across the country. According to a university informants, it was the OFE staff who pushed for a national search. Additionally, according to Huberman, she and Kanter felt that the coordinator should have been trained in teacher education. A May 1975 memo from Huberman to Stoutemeyer with copies to the search committee members recorded Huberman's strong interest in playing a role on the search committee chaired by Kanter. Huberman wrote:

> As you recall, at the time of the appointment of (the) K-12 Education Center Search Committee several weeks ago I informed you that it was unfortunate that I, as the person representing early childhood/elementary department from the Office of Field Experiences, was not actively participating with the search committee. You suggested at that time that I read over the applications and make suggestions so that my input could be a part of the decision making process. Since you asked Esther to make initial selections for the search committee from the total group of applicants sent to the college, I have been awaiting notification of who these applicants are so that I can make my suggestions.
>
> Esther has given me the Cardon County applicants selected by them for review by the search committee. I have read each and made the following selections as the most promising candidates (using the job description as criteria).

This memo also was consistent with Stoutemeyer's observation about internal OFE conflicts regarding the running of the office. It probably was written around the time the Huberman line was returned or about to be returned to the early childhood/ elementary department. On June 16 and 17, 1975, the search committee interviewed candidates. The college of education and Cardon County took turns in hosting and handling lodging for the interviewees.

The governance committee under the chair of Huberman continued to meet. It included Hartney from the college, Weavermon, and a principal from Cardon County. Both Huberman and Kanter had come from Teachers College with strong ideas about a formal governance document. They had been influenced by the teacher education group at Teachers College and by the CITE project in New York, a collaborative Teachers College-school system project. As noted earlier, Weavermon had a copy of the CITE document in her files. The formats of the final Cardon County Education Center governance plan and the CITE governance document were quite similar. Huberman also reported in a letter to the new coordinator that the committee was also influenced by the HETFIRE report, from the American Association of Colleges of Teacher Education.

An interesting handwritten note in Weavermon's file entitled "Models for Governance" listed five topics: "Existing policies of two systems; constraints; shared decision making; need for center to deal with in-service needs of system - substantive in-service - not just a few bones in return for pre-service work" (Emphasis added). This handwritten note clearly revealed a broader notion of in-service than the earlier centers encompassed and provided a backdrop for understanding the final governance document.

June was also an interesting month in terms of an episode that was reminiscent of McPherson's hard-nosed and determined stand when confronted by dissident secondary education department members. At a June meeting recalled Kanter, "somebody told the secondary teachers to come to a meeting during closing

time to hear about a great new thing - the new teachers center! It sounded to the teachers like an order from the university down; it sounded predetermined to them. There was distress...the superintendent told them (these teachers) to accept the center or to take transfers...We (the OFE people) kept on saying to the county people in the planning stages that teachers should be informed." Thus, the sailing was not all smooth in the earliest days of the center. Weavermon pointed out that her secondary education counterpart in Cardon did not understand the center concept the way she did.

The June 19, 1975 meeting of the center council, in addition to receiving reports on governance, coordination search, and long range in-service plans, focussed on a discussion of teacher concern in terms of representation in governance, compensation for services, and workshop credit for salary schedule. These teacher concerns certainly influenced the final governance document of the center which was written in the fall of 1975.

The month of July marked the formal hiring of the first Cardon County Education Center coordinator, Jimmy Rugglesworth, who had worked with a well-known professor at Stanford Graduate School of Education. In a July 8 joint letter from Mariner and Stoutemeyer, Rugglesworth received a formal offer which said, in part: "Although the Cardon County public schools will be your primary employer, half of your salary will be reimbursed to the Cardon County Public Schools by the college of education. Although your coordinator's role will be kindergarten through grade twelve, your departmental affiliation at Eastern State University will be with the early childhood/elementary education department. You will be responsible to Russ Stoutemeyer, Acting Director of the Office of Field Experiences in the college of education and to James Barnes, Director, Division of Administration and Supervision in the Cardon County public schools. Your responsibilities will commence 15 August 1975."

On the following page is a copy of the Cardon County Education Center 1975-1976 School Year Budget:

Table 1-3 CARDON COUNTY EDUCATION CENTER BUDGET (1975-76 SCHOOL YEAR)

TOTAL BUDGET		PAID BY CARDON COUNTY	PAID BY EASTERN STATE UNIVERSITY
SALARIES			
Coordinator	$15,244	$7,622	$7,622 (to Cardon Co.)
Secretary	4,500	4,500	
Substitute Teachers	500	500	
Graduate Assistant	3,200		3,200
CONTRACTED SERVICES			
Consultants			
OTHER COSTS			
Travel	1,300		1,300
Conferences	300	100	200
CENTER OPERATIONS			
Tuition	3,000		3,000
Materials	1,500		1,500
Travel	500		500
OFFICE OPERATIONS			
Telephone	600	600	
Postage	75	75	
TOTALS	$30,719	$13,397	$17,322

April 19, 1976

Rugglesworth began serving as coordinator in August. The first council meeting of the school year and Rugglesworth's first meeting as coordinator was held 16 September 1975. The first topic discussed at the meeting was, again, teacher concerns, especially at the secondary level. Two actions dealt with these concerns. First, Mariner was to request a letter from the superintendent authorizing in-service courses taken at the center to count towards payment on the MA+30 credits salary scale. Second, Stoutemeyer was to talk to the dean about the possibility of offering 600 level courses in the county.

Also reflecting teacher concerns, the governance group reported and the council decided that "a teacher would be democratically chosen from each school to represent the center to serve on the committee on governance" and that these teachers would be selected prior to the 29 September meeting of the governance committee so that they could participate at that time. Finally, the council resolved a small problem concerning the coordinators' salary request. Hartney offered to have his department pay the coordinator a specified sum of money for the 1975-76 school year as consultant. Everyone agreed with this arrangement.

In early December the final governance document was ready. On December 3, 1975 the governance committee ratified the governance document and sent it on to the Cardon superintendent and the dean of the college of education. The final governance document for the Cardon County Education Center included a change from the original coordinating council concept. There was to be a policy board (taking the place of the council) which would meet twice a year with the college and the county taking turns in chairing the meeting. The policy board's membership was to include teacher and principal representation as well as college of education faculty representation, student teacher representation, and community representation. The main functions of the policy board were policy development and budget recommendations.

Focussing on day-to-day operations and policy implementation was an operations committee function. The operations committee was to meet monthly and to be composed of one teacher and one administration representative from each of the center schools. When this observer asked a college of education informant about the lack of university representation on the operations committee, he replied that this lack was intentional. It was important to give center teachers and principals a sense of ownership and direct participation in the operations of the center.

Although the Cardon center's governance document was modeled after the constitution of New York's CITE project

(Cooperation in Teacher Education), there were some differences: the operations committee and policy board replaced the general assembly and executive board outlined in the CITE constitution.

While the final work on the governance document was proceeding during the fall of 1975, Jimmy Rugglesworth was excited about the college of education and Cardon County jointly applying for a $300,000 Teacher Corps grant. On October 29, 1975 Rugglesworth wrote to the associate dean of the college of education and asked for help in initiating the proposal writing process. Rugglesworth reported to the 3 December 1975 governance meeting that the proposal would be finished by the deadline. Stoutemeyer suggested a letter of support for the Teacher Corps proposal and the committee agreed.

The Teacher Corps proposal with Rugglesworth serving as director was funded. This led to the dilemma of the relationship between the Teacher Corps and the teacher center. The Teacher Corps was housed at the middle school where the teacher center was located. One option was to have the Teacher Corps director also serve as director of the center. There was a proposal for "the administrative organization of the Teacher Education Center and the Teacher Corps project as a joint operation." This proposal was not accepted. Rather a new teacher center coordinator, Dorey Hammer, who previously had served as a coordinator in Hanburg County, was appointed. According to Green, when Hammer came on board, the center was moved to an elementary school allowing her greater autonomy. Hammer wanted this autonomy and the elementary school principal wanted the center.

Before finishing the discussion of the teacher center under Rugglesworth, there is one aspect of Rugglesworth's work that should be noted. At the end of his first year as coordinator, Rugglesworth wrote a memo to secondary education faculty. In this memo, he shared his concerns about "severe" problems that "approximately 20 percent of our secondary education student teachers had." He added that the Hanburg secondary coordinator was also experiencing similar problems. Rugglesworth

believed that the main reason for these problems was that the secondary people did not get enough experience in the field prior to student teaching. He also recommended that the faculty consider scheduling methods courses prior to student teaching. (It is interesting to compare the concerns of this 1975 memo with the concerns of secondary teachers in the Gantt County center at the time of this study; the concerns are almost identical.) The information from these documents, of course, recorded only part of the story. Additionally, there were countless phone calls between Cardon County and River's Landing.

According to informants, there was some conflict between Green and Rugglesworth. Informants reported that Rugglesworth was a nice person with good ideas. However, Green noted that the Teacher Corps had too many loose ends and evaluation techniques which were not too good. Also it had no established policy. In particular "there was a problem when Jimmy was here." Apparently some professors did a staff survey related to a lack of discipline in the schools through the Teacher Corps and gave the results to the newspapers. Green was very concerned about this because it could have caused public relations repercussions. Green attributed this problem to Rugglesworth's lack of administrative experience. There was also, noted Green, a turf problem with "full professors from Eastern State coming down and telling people what to do, a matter of defining turf."

According to another informant, there were also problems with Rugglesworth feeling that he knew how to run a middle school. Perhaps the flavor of this conflict is captured in Green's comparison of Hammer with Rugglesworth: "she was much less flamboyant and not as active and far reaching...she was more involved in the elementary school level...There were not problems when Dorey was here." Weavermon reported that Rugglesworth had trouble integrating the centers with the system and had trouble "calling the shots. That's bad. It breaks down credibility."

However, Rugglesworth's Teachers Corps project had three successful components which were taken over by the center at the

end of the project's funding. (When the project ended, Rugglesworth decided to leave Cardon County and work in a northern state where he had worked prior to receiving his Ph.D.) These three projects were: a homework center, a parent volunteer program, and a resource room.

In summary (see Causal Network: Cardon County), both formal and informal linkages contributed to the founding of the Cardon Center. Additionally, the environmental setting was right. It was a time of growth. Cardon County needed new teachers as well as in-service help. (The county did have some access to alternative resources as evidenced by a spring 1975 memo from Mariner to Superintendent Connors reporting on Thomas Jefferson University's college of education's interest in collaborating with Cardon County.) On the university side, the Martinville and Gantt centers had closed. There was a need for an alternative site for the placement of student teachers. It was also wise politically for a state institution to work with a more rural county.

The informal linkages between the county and the college of education, "the close association (of the superintendent) with people he respected," and the "moving spirits" of Weavermon and Stoutemeyer probably best explained the 1975 founding of a center in Cardon County. Also there were needs and perceived benefits on the part of both participating organizations. And there was bargaining and strong college and county key person support in the face of hammering out a joint agreement and dealing with incipient conflicts (e.g., secondary teachers at the center secondary school). At the end of the first year of operations there was also an additional infusion of funds from the Teachers Corps project, funds that the school people appreciated. (As Green recalls, the "kids even got to go on trips" as a result of the project's funds!) The center, with its separate identity and separate budget survived the conclusion of the Teacher Corps project, and, with the concurrence of the policy board, kept the most successful of the Teacher Corps components. This joint regularization of successful components generated on soft money was an important outcome of the district level IOA.

1.3. BARRIERS DURING THE EARLY YEARS

The first barrier to OFE at the time of its founding was a turf/power barrier. Secondary education faculty were dead set against the OFE concept because they perceived OFE as an invasion of their legitimate turf and as a detriment to their power. Once OFE was established, the conflict between faculty and OFE served as a barrier to its effectiveness and influenced the role of OFE under acting directors so that OFE was in a "maintenance mode." Later, conflict within the OFE office, served as a barrier in terms of using up the energy of the acting director.

In the earliest days, there were few barriers to OFE from the school districts. After Carter left OFE, decline of school district fiscal resources became a barrier in Martinville and Gantt Counties. Additionally, domain dissensus and access to alternative resources regarding in-service served as a strong barrier to the centers in Martinville County and led, from the college's perspective, to the demise of the centers there. Other barriers were lack of support/interest from key school district personnel and lack of strong commitment from district personnel, as in the later Arthur County center (around 1975) and as in Martinville County.

Moving on to barriers to the early Cardon center, domain dissensus and turf issues loomed large. The domain dissensus barrier revealed itself in the form of concern on the part of secondary teachers with university encroachment on their turf. There also was some domain dissensus in terms of the center coordinator's role and appropriate responsibilities at the middle school. These turf issues, in most instances, were resolved through bargaining or through the intervention of key powerful people. Table 1-4 summarizes barriers during the early years of OFE.

Table 1-4 The Early Years of the OFE Interorganizational Arrangement: Barriers and Their Institutional Effects

Locus and item	Institutional Effects
Characteristics of the Environmental Niche	
Perceived reduction of turf/power by county or university	Disincentive for participation/maintenance of IOA
Domain dissensus	Disincentive for participation/maintenance in IOA
Decline of fiscal resources	Motivation for ending IOA
High access to alternative resources	Disincentive for participation in IOA
Characteristics of Organization	
Perceived reduction of turf/power (intraorganizational) by county/university	Disincentive for continuation/support of IOA
Lack of commitment by county	Demise of center; no new interorganizational negotiations
Lack of support/interest from key county personnel	Demise of center; no new interorganizational negotiations
Conflict (within the university)	Barrier to IOA effectiveness and long-term growth; diverted energy of organizational leader
Characteristics of an IOA Leader	
Poor interpersonal skills	Demise of Urban City center

1.4. FACILITATORS DURING THE EARLY YEARS

There were many more facilitators than barriers in the early days of OFE. One prime facilitator was a setting of resource plenty. The early days of OFE were days of population and fiscal growth in the school districts as well as at the college of education. The districts needed a "structure of access" in terms of recruitment and selection of student teachers. Additionally, the climate of the sixties was favorable toward innovation; it was a time of belief in innovation for problem-solving.

In this setting of growth, a key facilitating factor was the ideology of IOA leaders. Both McPherson and Carter had complementary visions of teacher centers - visions which they were determined to turn into reality.

As noted earlier, formal and informal linkages were powerful facilitators for collaboration among participating organizations. These linkages led to an awareness of possible benefits from collaboration and strengthened commitment to the interorganizational arrangement once it was initiated.

Support of key persons also facilitated the founding and the maintenance of centers, especially in the face of conflict or alternative competing resources in an environmental niche.

Turning to the element of outside funding in the early days of OFE, the presence of federal funds seemed to serve as a reinforcing factor in the creation of the earliest centers. The very first center in Martinville County was created with federal funds. After that, there were no major federal funds involved in the centers. Additionally, while the presence of a large federal grant to OFE for teacher training (Triple T Grant) exacerbated conflict within the college of education, reinforced perceptions of the director as an "empire-builder," and led (ultimately) to the departure of the first OFE staff, the grant facilitated the stability of the office itself.

Yet another facilitator toward the stability of OFE in its earliest days was the 1968 national award to OFE with its concomitant nationwide recognition.

Two additional facilitators, in terms of the maintenance and sustenance of interorganizational arrangements, were the degree of need for an interorganizational arrangement, especially on the part of the school districts and the degree of interest on the part of these districts. High need and high interest facilitated the continuation of collaborative arrangements and contributed to domain consensus. Here the Martinville arrangement can be contrasted with the Gantt arrangement. Gantt County's need for and interest in working with Eastern State University even in the face of fiscal stringency facilitated the creation of another form of collaborative arrangement after the demise of the Gantt centers. Also, in the case of Cardon County, high need, high interest and domain consensus in terms of the university's role facilitated the creation and maintenance of the arrangement.

Perhaps the three most important facilitators in the earliest days of OFE were support of ideas of top persons, informal linkages and strong organizational needs. The combinations of these factors (and related ones) in the specific environmental niche in which Eastern State University was set contributed to the creation and growth of the early OFE - even in the face of strong internal college of education conflict. Table 1-5 summarizes these factors.

Table 1-5 The Early Years of the OFE Interorganizational Arrangement : Facilitating Factors and their Institutional Effects

Locus and Item	Institutional Effects
Characteristics of Environmental Niche	
Environmental plenty	Funds for support of OFE and collaborative arrangements
Growth in school districts (increasing enrollments)	Need for new teachers
Growth in college of education population	Need for student teacher placements
Favorable climate toward innovation	Support for new teacher center idea
Presence of federal funding	Contribution to stability of OFE and help in creation of first center
Domain consensus	Strong collaboration between college and districts
National award/ recognition	Stability of OFE/support
Characteristics of Organizations	
Formal/informal linkages	Initiation/maintenance of collaborative arrangements
Awareness of benefits	Motivation for collaboration
High needs of organization	Motivation for collaboration
High interest or organ-ization	Motivation for collaboration
Support of top persons	Stability of IOA
Characteristics of IOA Leaders	
Vision/ideology of IOA leader	Founding of IOA
Energy/commitment	Founding/sustenance/growth of IOA

2. PRESENT CONFIGURATION OF THE EASTERN STATE INTERORGANIZATIONAL ARRANGEMENT

2.1. CHANGES IN THE IOA: THE GOLDMAN ERA

Following the departure in 1970 of Bob Carter, the first OFE director, the brief interregnum of Rob Goldman, and the succession of acting directors, Goldman returned to the directorship of OFE from his work with Project Cooperation based in a Gantt County school. At the time of his return, there were changes in the configuration of OFE as well as in the university and school district contexts in which OFE was set.

The four teacher centers in Martinville County and the three teacher centers in Gantt County had been terminated by these counties due to what Esther Kanter called "a financial crunch." The termination of the Martinsville teacher centers was particularly interesting. Ron Hartney, a professor at the college of education since 1964, and currently director of the college's R&D Center, disagreed with the financial rationale as being the "real underlying reason" for the closing of the centers. "There (in Martinsville County) was a turf problem that was never straightened out. The university was very jealous of its turf in those days and looked down on school people. We weren't willing to give up training to school people." Thus, in Hartney's view the university was not meeting Martinville County's needs. Esther Kanter provided another perspective on these closings. She characterized the view of the Martinville school district as "county people know best and they want to do it their way." In fact, Bob Carter pointed out that by the time of the Martinville center closing, the counties own staff development program had grown into a strong program.

Based upon comments from Hartney and Carter, it is clear that there had been a change in focus regarding the role of the

college of education in the teacher centers by the time of Goldman's return to the directorship. This change mirrored the environmental changes in the school districts and at the college of education. Goldman returned to a very turbulent environment at the college of education. The rapid growth that marked Bob Carter's tenure - growth in faculty members and in student enrollments - had taken a drastic downturn. Student enrollment had begun to plummet. There continued to be a turnover in the deanship, although the most recent dean, Robert Flanigan, was tremendously supportive of OFE and brought with him from his last position a strong orientation toward and interest in outreach activities.

The elementary education department had already begun some outreach activities when Flanigan arrived at the college. He appointed Hartney as director of outreach programs for one year and asked Goldman to write a concept paper on outreach programs. When Hartney's term ended, the Dean asked Goldman to also serve as director of outreach programs. (Hartney became Director of the Center for Educational Research and Development.)

Interestingly, Goldman added his new title, Director of Outreach Programs, and new activities to his ongoing OFE activities, signing one title or the other depending upon the nature of his correspondence. Field-based programs began to grow (in Cardon County, for instance, off-campus Master's courses were held at the Cardon County Teacher Center) and were strengthened through Goldman's OFE linkages. These outreach activities and their informal association with OFE reinforced OFE's position in the college of education as the unit devoted to meeting the needs of the state's school personnel and thereby generating grass-roots support for the college of education program.

Finally, during the last year of this study, Dean Flanigan resigned to accept another position and the relatively new president of Eastern State University (a scientist who had just come from the presidency of another state university where he had presided over the closing of that school's college of

education) appointed an assistant provost for education to serve as acting dean rather than a new dean to replace Flanigan. During this same uncertain period, there was a controversial merger between the early childhood and elementary education department and the secondary education department (now greatly diminished in size and student body). Turning to the state level, the entire higher education budget suffered cuts and there was a concern with program duplication.

Budget cuts were also evident at the school district level where administrative personnel were beginning to be hit with declining enrollments and decreasing county budgets. Even school districts in what were formerly rapidly growing communities experienced declines in the rate of growth. Fewer new teachers were being hired and a concern with keeping current teachers up-to-date was emphasized.

2.1.1. Changes in Objectives

The contextual factors (turbulence at the college of education, cuts in state and local budgets, declines in college of education and local school system's enrollments) discussed in section 2.1 contributed to the change in objectives of OFE from the Carter era to the Goldman era. There always had been both pre-service and in-service foci at the teacher centers. During the Carter era, the pre-service focus was predominant. Although Carter had conceptualized a broad operationalization of in-service activities at the center, in reality, the in-service activities during his era were related to the supervision of student teachers. One reason for this balance of foci was the conflict between OFE and the departments, a conflict which decreased with the departure of Carter and his staff and with the placement of tenure lines in the academic departments.

Under the leadership of Goldman with "his low-key approach to dealing with the county, and his responsiveness in meeting their needs, as well as his flexibility in designing models to meet the needs of the county," there was a change involving a heavier weighting toward in-service. There was also a change

in OFE's interaction with other college units as a result of Goldman's low-key and non-threatening approach to the departments which defused the formerly high levels of hostility between the departments and OFE.

Overall, Goldman saw the mission of OFE as basically two-fold: a support role for the college of education in terms of placement and services in the area of teacher education programs and in a larger sense, a liaison role with the field - a liaison which manifested itself in different ways.

Another change area from 1975 to 1980 was an emphasis on the strengthening of research activities at the centers. Esther Kanter noted that there was "no railroading of coordinators to do research on the centers" although she had suggested "enough things." The secondary coordinator in Hanburg County had worked on a joint research project with a faculty member at the college of education. Additionally, a group of four teachers and an earlier coordinator from the secondary center had received an Association for Teacher Education research award for a research project on the supervisory behavior of student teachers. (Esther Kanter, Associate Director of OFE, aided the group in their efforts.) One Hanburg elementary coordinator served on dissertation committees, advised and stimulated inquiry on the part of school personnel, and wrote articles related to the center's activities. In Cardon County, the coordinator started a research network, a support group for all Cardon teachers who were involved in research efforts. And in Bettner County, Ron Hartney helped the coordinator to set up an action research type of in-service activity which he then evaluated. Since almost all of the coordinators have been or were graduate students at the college of education, they had been socialized to the research ideal and accepted the emphasis on research.

Most recently, the 1981 OFE Annual Retreat Agenda noted two activities listed as follows: research considerations for undergraduates, graduates, faculty, and in-service teachers; and program design in teacher education - where it is going at Eastern State University. This strengthening of a research

emphasis probably reflects the strong research perspective of the new president of Eastern State.

2.1.2. Key Persons in OFE: The Goldman Era

Table 2-1

Primary Organization	Name	Position
College of education	Rob Goldman	Director, OFE
	Esther Kanter	Associate Director, OFE
	Rob Hartney	Director, R&D Center
	Ruth Madison	Assistant Professor and Special Education Liaison
	John Monari	Dean
	Ralph Bianco	Dean
	Robert Flanigan	Dean
Cardon Teacher Center	Debra Annonberg	Coordinator
Cardon School District	James Barnes	Assistant Superintendent
	Pat Weavermon	Director of Elementary Education
	Nancy Rainey	Director of Staff Development
	Mike Green	Middle School Principal
Hanburg Teacher Centers	Bob Harper	Coordinator (Western Elementary Center)
	Sue Roselli	Coordinator (Eastern Elementary Center)
Hanburg	Patti Lang	Coordinator (Secondary Center)
Hanburg School District	Les Jones	Director of Staff Development
Arthur Teacher Center	Jerilyn Swansen	Coordinator
Bettner Teacher Center	Betty Landers	Coordinator
Gantt Professional Development Centers	Mike Liverman	Coordinator (Secondary)
	Barbra Rhoden	Coordinator (Elementary)

Table 2-1 above summarizes the key people who were members of OFE at the close of the study. Rob Goldman interacted on both a formal and informal basis with all of these key people. Although Esther Kanter was considered liaison for secondary education, not all secondary coordinators or OFE secondary representatives reported directly to her. For example, Mike Liverman, a secondary professional development center coordinator, spoke directly to Rob Goldman, who had handled Mike's duties in conjunction with the directorship of OFE prior to Mike's appointment. Also, OFE members in both the elementary and secondary areas who had research-related questions would contact Esther Kanter directly. Kanter had helped several of the coordinators with their dissertations and had a reputation for being a superb and scholarly dissertation adviser.

Focussing on the coordinators, all had contact with one another at the regular monthly OFE meetings and on sub-committees whenever they were appointed to such positions by Rob Goldman. (For instance, in 1980, Goldman appointed two sub-committees to explore the topics of multi-cultural education and mainstreaming activities at the OFE centers.) The most frequent contact among coordinators occurred in Hanburg County where the two Hanburg elementary coordinators had numerous informal contacts. They had less frequent contacts with the secondary Hanburg coordinator.

Across school districts, coordinators often called upon one another to give workshops or consult at their centers. For instance, the Hanburg secondary coordinator, Patti Lang, offered a workshop at the Cardon center. And the elementary Hanburg coordinator gave a course at the Bettner center. The Cardon coordinator did have informal contact with all three of the Hanburg coordinators; she reported that all three helped her a great deal in her first year as coordinator.

What about contact between coordinators and faculty members? The elementary coordinators had strong ties with the elementary education department. At the secondary level, with some exceptions, the coordinators did not have as strong ties with the secondary education department as did the elementary coordinators.

OFE members also had a great deal of contact with other educators in the state. Most were members of several different networks including the state branch of the Association for Teacher Education (SATE) and the state branch of the Association for Supervision of Curriculum and Development (SASCD). One Hanburg coordinator was president of SATE and another was a regional representative for SASCD.

2.1.3. Resource Changes

When Rob Goldman first came to OFE the budget included a full-time line for the director, two full-time lines for associate directors, and a half-time line for fifteen or sixteen coordinators, as well as a half-time line for counseling and for an institute. At the time of the study, all that remained was a full-time line for the director, a 49 percent slot for the associate director and a half-time line for a counseling liaison. The line for the elementary liaison was moved to the elementary department when Ann Huberman returned to the elementary department. In return the department supplied a part-time liaison to OFE. In 1975, all the coordinator lines had been taken away; the money, however, had been left in a lump sum in the budget. Despite inflation, the amount of money had not changed since 1975.

At the school district level, county budgets were on the decline. Very little slack remained in budgets. In Cardon County, the school board slashed items including driver education. However, support for the Cardon Teacher Education Center continued with only a symbolic cut in the materials budget line. Similarly, support for the Hanburg and Bettner centers continued. In Arthur County, support decreased. Where previously the county contributed half the funds for the coordinator, by the time of this study, it contributed only a very small amount of space and no secretarial support for the center. The university paid all of the coordinator's salary (which, consequently, was less than that of the other coordinators) and received $75 from the county for each teacher enrolled in

a center course. Interestingly, there was greater access to alternative knowledge sources in Arthur County than in some other counties. Another state university had a teacher center in Arthur County; several different colleges of education offered courses at the same school at which the Eastern State University Center offered courses. The Arthur County pattern was one of diminishing contributions on the part of the school district. For the most part, despite inflation with its concomitant budget cuts at the university and local levels, monetary support for OFE and its centers remained stable and did not reflect any incremental increases.

2.1.4. OFE Activities 1979-1980

The year 1979-1980, the last full year to be included in the study, marked the addition of outreach coordination to the responsibilities of the OFE director. (Although not formally a part of OFE, the OFE network with its field-based loci for course offerings greatly strengthened the outreach programs.) The year was also characterized by the departure of Dean Flanigan, the reorganization of the special education department's program, the merger of the elementary and secondary departments, and the Eastern State accreditation process for teacher training.

The above-noted events set the stage for OFE's activities which are summarized in Table 2-2. The table classifies these activities in six categories. Beginning with OFE staff development and self-examination, there were several different types of activities within this category. Responding to concerns for the preparation of the accreditation report, OFE staff examined their pre-service activities in the areas of mainstreaming and multi-cultural education. Staff prepared written reports and shared ideas at a monthly OFE meeting; two subcommittees formulated recommendations from these reports dealing with approaches to mainstreaming and multi-cultural education in the center. Following upon this activity, OFE held a February mainstreaming workshop for OFE personnel and school personnel. At the end of the year, the OFE director reminded center staff about collecting student teacher evaluations of the centers and of all in-service courses connected to the centers. The coordinators usually analyzed this evaluation

Table 2-2 OFE Activities: 1979-1980

OFE Staff Development and Self-Examination Activities

- Center and OFE reports on mainstreaming and multi-cultural education
- Sharing of reports at a monthly OFE meeting
- Mainstreaming workshop for OFE and schools personnel
- Student teacher evaluations of the center and in-service courses connected to the center
- Center annual reports.

Events

- Monthly meetings (held regularly during the school year)
- Annual retreat (held during two days in June)
- Working conference on the new special education program.

Miscellaneous Outreach and Administrative Activities

- OFE assistance in the college's accreditation report
- OFE service as clearinghouse on "Outreach Activities"
- OFE day-long meeting with paired representatives of the college and the Bettner school district
- Courses for non-center teachers (Gantt County and a county with no centers).

Pre-Service Activities*

- Supervision and training for 820 student teachers (total for both semesters)
- Placement of 1839 pre-student teaching students in field experiences related to courses
- Department consultation (usually at an OFE meeting or special event) with OFE personnel regarding program changes (early childhood; special education and elementary education)
- Opening of a second special education center in Gantt County
- Rotation of school membership in centers (except for Arthur County)

OFE Activities: 1979-1980 (continued)

In-Service Activities*

- Fewer and less diverse credit courses than in previous years
- Varying configurations of the following among centers:

  Non-credit seminars, workshops (almost always one-shot), reimbursement for conference and professional association fees, inter-school visitations, provision of equipment and/or materials, provision of consultants, newsletters.

Research Activities*

- Annual retreat topic for discussion
- Center and OFE reports on "inquiry."

---

*See the Cardon County and Hanburg County activities sections for listings of specific center-based activities in these classifications.

information and utilized it in their annual reports to the OFE director as well as in their plans for the next year.

In the area of "events," a classification which cuts across the other groupings of activities, OFE had three major types of events: monthly meetings, special sessions and an annual retreat. Monthly meetings during the school year lasted approximately three hours and included reports/information, sharing from OFE staff and faculty liaisons, talks/demonstrations by invited guests, and information from the OFE director. Special sessions included a February workshop on mainstreaming (for OFE personnel, some faculty and some school people) and a May working conference on the new special education department educational program (for OFE personnel, faculty from the special education department and school people). Finally, the annual retreat, held for two days in June, focussed on examination of topics of concern from the past year and plans for the future (for OFE personnel and invited faculty and the associate dean).

There were several activities of OFE which were not primarily center-based. The OFE director helped the college of education in its accreditation report, represented OFE at college committees, meetings and conferences. The director's office began to serve as an information clearinghouse on "outreach activities." As an outgrowth of the Bettner School District Center, OFE held a joint meeting with Bettner School District representatives with the dual objectives of sharing information with each other and identifying needs/expertise which could be filled/provided by the other party in order to "enhance mutual program objectives." This joint meeting included pairings of schools and college of education personnel according to common areas of interest. In Gantt County, several courses were offered to non-center teachers. And, in a county where there were no centers, OFE responded to county needs and collaborated with the county regarding the planning and provision of on-site special education courses specifically adapted to the particular needs of the county.

Turning to pre-service activities at the centers, OFE provided supervision and training in center and non-center settings for 285 secondary level placements, 474 elementary and special education placements, 11 school counseling placements and 40 community placements in 10 agencies during the 1979-80 school year. (The large majority of placements were center placements.) OFE also placed 1,839 students in individual or group field experiences related to specific courses prior to the student teaching experience. (These pre-student teaching placements were most often not connected to center activities and were geographically closer to the college of education.)

More important than the number of students in these activities was the range and type of activities related to the field-based teacher training. Each center coordinator had her or his own philosophy regarding supervision of student teaching. Thus, some coordinators emphasized group settings (seminars, etc.) and others emphasized one-on-one settings. Additionally, there were significant linking and feedback activities. A Gantt County coordinator for instance, relayed to college of education faculty the unhappiness of school personnel with the lack of consistency among the secondary department subject area requirements regarding student teachers. Or the early childhood and the special education faculties at the college of education consulted with center coordinators regarding revisions to their respective programs. Another type of activity was the successful implementation of a second special education center in Gantt County.

Related to these pre-service activities was the rotation of schools belonging to the centers. For 1979-1980 rotation of schools became "the rule rather than the exception." Both Hanburg and Cardon Counties approved a rotation plan and joined Gantt County and the Bettner School District in rotating school membership in the centers. These rotation activities contributed to the stability and institutionalization of OFE.

In the area of in-service activities, the OFE centers evidenced vibrant and varying program emphases. Summarizing changes in in-service, the OFE director noted that "over the years, the center in-service components have tended to grow

more complex and various with less dependence on formal courses and more emphasis on meeting individual or school needs. Much of this is due to the age of some centers and the consequent "saturation of long-term center participants with credit courses." In keeping with these observations, the OFE director also reported that the Hanburg County centers offered only one course during 1979-1980, the Cardon County center offered two courses, the Arthur County center offered three courses, the Gantt County centers offered six, the Early Childhood Exchange offered one, and the Bettner center offered two. Faculty for these courses included center coordinators (in locales other than their home centers) and college of education faculty. All in all, credit courses tended to be less numerous and less diverse in topic areas than in earlier years. However, enrollments in credit courses increased where new schools rotated into center memberships and new teacher populations became available.

Diversity of activity, range of offerings, and strength of teacher participation was much more evident in "non-course" activity. Each center had its own configuration of these activities from among the following possibilities: non-credit seminars, workshops, reimbursement for conference and professional association fees, inter-school visitations, provision of equipment (e.g., videotape, lamination) and resource room development, dissemination of publications (e.g., newsletters) and provision of consultants. In all of these activities, coordinators expressed concern with meeting the needs of the particular population of teachers they served. For instance, Hanburg coordinators recognized the need for workshops and seminars in the afternoons rather than in the evenings. On all sites, there was a movement toward the provision of building level in-service and of consultants to meet the specific needs of center teaching.

The last category of activities is research activities. The new president of Eastern State University with his heavy emphasis on quality research and publications set the stage for

an OFE focus on research during 1979-1980 culminating in a discussion of research at the annual retreat in June. Additionally, as a result of a paper on "inquiry" by Dean Flanigan, the college asked OFE and its centers to assess ongoing inquiry report to the OFE director efforts encompassing both traditional research (if any) and informal program evaluation.

Overall, there was little traditional research activity. One coordinator in Hanburg County planned a follow-up study of former student teachers. Another coordinator in Hanburg County facilitated the work of a faculty member in his mainstreaming research at a center elementary school. This facilitating behavior was evident in a number of coordinators who were able, for instance, to collect letters of support from school people for a research proposal in a short period of time. In the area of contributions to research at the college of education, still another Hanburg County coordinator developed, communicated, and evaluated several teaching strategies centering on the use of graphics ("Multi-Mode")and the use of teaching tools for discussion ("Multi-Level, Multi-Mode Strategies"). This "research" was utilized by a methods professor in his textbook and in his course teaching. Additionally, this coordinator served on several dissertation committees related to his research work.

Turning to the Cardon County center, the coordinator identified a teaching behavior (set induction) based on research; she trained student teachers in the use of this behavior and demonstrated the behavior to cooperating teachers. She then began the study of student teacher and cooperating teacher utilization of this behavior which continued into the spring.

2.1.5. Interorganizational Dynamics

Environment. The dynamics of the interorganizational arrangement at the OFE level were as complex in the years after 1975 as they were in the years prior to 1975. The college of education environment was still turbulent: there were turnovers in the deanship, in the presidency of Eastern

State University, and in faculty personnel: there was a growing climate of fiscal stringency; enrollments were beginning to drop. Yet, a pattern of OFE stability began to emerge. Many of the secondary education faculty members who were among the most vociferous in opposition to OFE retired or left the college of education. With the return of Goldman to the OFE directorship and with the administrative changes which more clearly identified OFE as a service rather than a programmatic entity, OFE began to play a strong liaison role between the college and the field. The stabilizing of OFE was also evident in the continuity of membership of OFE staff and policy board/advisory council staff. (This stability was in contrast to the changing composition of college of education committees.)

Thus, within the college of education as an organizational unit, a state of domain consensus regarding the role and responsibilities of OFE began to be achieved. One participant contrasted the situation of domain dissensus in the early days of OFE with the OFE of 1980: "OFE is completely de-fused now. It is not a threat to anybody. Business is booming. Faculty members and the college of education need help in outreach, and that is why OFE survives today." As one faculty member also noted, "Today there is a great rapprochement between OFE and the secondary education department. The period of battling is over."

Turning to the school districts, there was also a degree of turbulence due to declining enrollments and increasing fiscal constraints. In the five school districts which had entered into interorganizational arrangements, the era of declining enrollments and increasing inflation was leading to increasing budget cuts. This fiscal climate was much more of a significant factor in examining the stability of the IOA than was degree of domain consensus. At this point in the life cycles of the interorganizational arrangements which comprised OFE, there was definite agreement between OFE and the individual school districts regarding the appropriate turf and responsibilities of each. For instance, the Cardon

County School District (in contrast with the attitude of the Martinville School District as characterized by university informants) viewed the scholarly perspective of the college of education and the college's contribution to strengthening their own in-service as great benefits to the district.

Resources and needs. Table 2-3 lists the resources controlled by the university and school district organizations as well as the needs of each. Focussing upon possibilities for exchange, the arrows indicate the possible flow of resources within an interorganizational arrangement, given facilitating factors such as awareness of other organizations' resources and needs, consensus regarding the legitimate domain of participant organizations, and pre-existing informal linkages.

Table 2-3 Resources/Needs of IOA Members

	Resources	Needs
UNIVERSITY	Student teachers	Field experience for teachers-in-training
	Research-based knowledge	Field settings for faculty/student research
	Course offerings	Need for grass-roots support
	Currentness of knowledge	Need for $$
	State $$ and material resources (videotape, etc.)	
SCHOOL DISTRICT	Cooperating teachers	"Window on the talent"
	Craft-based knowledge	Staff development needs
	Teachers to enroll in graduate courses	Practice improvement needs
	$$ and material resources (office, space, equipment)	Outside expertise needs (especially in case of new mandates, e.g., P.L. 94-142)
		Need for $$
		Need for current expertise

Among school districts there were variations in particular configurations of resources and needs. For instance, Hanburg County already had a good percentage of classroom teachers who possessed master's degrees. With the average age and tenure of teachers increasing in a given environmental niche, there was less of a need for formal graduate training.

Bargaining and exchanges. The formalized exchanges between OFE and each of the school districts were of three basic types: Type 1, somewhat equal resource contributions on the part of participating organizations; Type 2, much larger resource contribution on the part of the college of education, and Type 3, almost total resource contribution on the part of the college of education. The Type 3 situation occurred in the case of the professional development centers in Gantt County.

In 1975, Gantt County informed OFE that it could no longer afford participation in a traditional teacher center arrangement due to the decline of fiscal resources in the county. At the time, county representatives expressed to Russ Stoutemeyer, acting director of OFE and secondary education department faculty member, a strong interest in continued collaboration with the college of education. Rob Goldman, who was then directing Project Cooperation based at a Gantt County school, had been experimenting with collaborative models of teacher education. He had strong contacts in the county; some school personnel were graduate students at the college of education. Also, there was a joint Gantt County-college of education task force to explore collaboration between the two organizations. The task force with Goldman as a member came up with and approved the idea of the professional development center model whereby no monetary contribution was required by the school system.

At the secondary level, the professional development center model involved a school-based supervision team composed of six teachers who received one free credit course at the university. Cooperating teachers received $75 for their effort. Additionally, OFE paid for 18 substitute teachers three or four times a semester so that team leaders could attend team meetings. A secondary education faculty member served as

coordinator of the secondary professional development center and was aided by a graduate assistant.

At the elementary level, clinical teams consisting of student teachers, cooperating teachers, a university supervisor, and other school personnel were formed. Cooperating teachers either received free course credit or a stipend. To sum up this collaborative type, the school system contributed its schools as sites for teacher training and its teachers as team members and cooperating teachers. It also contributed about $4,000 in substitute teacher money for team teachers to attend meetings and courses. In return, the county received a "window on the talent" and a potent vehicle for in-service and staff development at the school level. Turning to university benefits, the secondary professional development center coordinator reported that "one of the things the university is getting is a tremendous amount of energy and commitment" with a "very little financial investment." Additionally, he pointed out that there were "intrinsic rewards for the team members in the schools" while "we also have a chance to change our programs in response to the field."

The Type 2 situation, evidenced in Arthur County, provided an illustration of exchange in which the school system contributed a very small amount of money to the collaborative effort and showed little commitment to collaboration. In Arthur County the coordinator's salary was paid entirely by the university and, this was lower in amount than that of other coordinators. The county did provide some office space for the coordinator and did pay the university $75 for every teacher who enrolled in a college of education course. In contrast to the other school districts, there was the smallest amount of support and commitment to collaboration with the college of education on the part of the district. There was the least contact with school system personnel and no advisory board. In the early days of collaboration with the school system, Arthur County had contributed a great deal of monetary and other support to the center. The first coordinator came from a highly respected position in the county administration. For a while the district had provided secretarial materials and telephone

assistance, but both the financial and secretarial support slowly eroded. The Arthur County coordinator described the center as "a spirit rather than a place....It is a place where connections happen."

Before ending this brief characterization of the Arthur County collaboration, it is important to examine the resource acquisition opportunities in this county and the access to alternative resources. There were a number of student teachers from other universities in Arthur County. Additionally, other universities offered courses on-site at one of the Arthur County center schools. Thus, both resource acquisition opportunities, and access to alternative resources were high while interpersonal contacts between university and district personnel were low.

The final type of exchange situation - a more equalized sharing - was evident in Bettner, Cardon and Hanburg counties. These school districts provided half-salaries for the coordinators; the university provided the other half. Coordinators chose their primary affiliation; in Bettner, Hanburg and Cardon, the coordinators chose the districts which supplied fringe benefits. The counties also provided half-time secretaries, space, and basic equipment/office expenses (desks, telephone, postage, supplies and travel). In exchange, the university provided a graduate assistant (half-time) for each district, conference fees, books, equipment (e.g., videotape), consultant services, and substitute teacher money.

A 1980 Hanburg County report compiled by Les Jones listed the Hanburg County contribution as $59,311.25 and the Eastern State University contribution as $62,913.64 for its three teacher centers. (Note that the money supplied by the university for consultants, conference fees, substitute teachers, represented much of the money that formerly was paid as a stipend to cooperating teachers.) Rob Goldman, OFE director, reported that in Bettner, Hanburg and Cardon school districts, the amount contributed by Eastern State University and by the school system was perceived as somewhat equal.

Knowledge transfer. These monetary exchanges were quite straightforward and, thus, were easy to quantify. However, knowledge and other less quantifiable exchanges were subsumed in the fiscal balancing. The resources/needs matrix presented earlier in this section easily captures the fiscal exchanges and the more obvious types of knowledge transfer (research or knowledge). However, the matrix does not easily capture exchanges of information-type knowledge which facilitated the transfer of all types of resources to meet the needs of participating organizations. Here the roles of boundary personnel were crucial; they interpreted and conveyed their own organizational needs and in turn filtered information regarding other organizations' resources to fill these needs.

Coordinators played key roles in these knowledge exchanges. For instance, during an observation period at the Cardon County Teacher Education Center, Debra Annonberg (the coordinator) received a call from Nancy Rainey (director of staff development) who was planning a spring conference related to mainstreaming. Nancy asked Debra for help in identifying someone with technical expertise in the special education area. Debra told Nancy that she would check and then telephoned Ruth Madison, the special education department's liaison to OFE. Debra explained the Cardon County need and asked Ann to telephone Nancy directly and discuss her possible participation in the conference.

Another example of knowledge/awareness exchange was evident during a governance meeting involving both university and district representatives. At the Cardon County fall policy board meeting, Pat Weavermon (director of elementary education) asked whether the university had any courses which trained regular students in mainstreaming. In response, various university representatives reported on what was being done in their areas. Additionally, the special education university liaison provided the name of a faculty member working on a model demonstration in Gantt County. Pat Weavermon noted that "we have exactly the right kind of situation for that kind of a demonstration down here in Cardon County." Ann then provided the names of two individuals with whom Pat should get in touch.

An interesting sidelight was that Debra interjected, "Oh, _____ taught our mainstreaming course at the center*." This is an excellent example of knowledge transfer in a setting where there is a regularized mechanism for boundary personnel from participating organizations to exchange information.

The Hanburg County setting did not include a regularized mechanism for direct interchange among personnel from the university, the schools, the school district and the teacher center. Thus, the power of the information transfer and filtering aspect of the coordinator's role was increased. In fact, the Hanburg coordinators were the primary link between the university and the school district. Although there were direct meetings between county and OFE personnel at least twice yearly, the primary direct linkages for Hanburg teacher and principal representatives were to the coordinator who, in turn, was linked to OFE and the university.

A senior college of education faculty member who also served on the Cardon center policy board and directed the college of education's research center observed that "the tradition of the university as a fountain of knowledge is still pretty strong. But I'm beginning to see a lot of ideas and information coming back from the system...It is a lot better than it was...We need collaboration; the schools insist on it. It meets their needs...The university college of education is no longer big brother telling the school system what to do."

This same faculty member, Ron Hartney,also had some interesting observations which related to an exchange viewpoint. "Teachers have recognized that they can't solve all of their problems themselves. <u>They need other resources</u>." For example, the homework center (a project of the Cardon

*It is possible that the presence of a note-taking observer at these meetings sensitized the participants to a focus on knowledge transfer. However, the observer examined minutes from meetings prior to her study and found similar instances of knowledge exchange.

County Teacher Education Center) helped to solve the problem of teachers in the county by using other resources. A second example was that of the resource center at the Cardon County centers. The resource center made teachers aware of tools which they could make themselves and sometimes with parent aid rather than using commercial things.

In examining the dynamics of these interorganizational arrangements, the importance of informal linkages needs to be emphasized. Almost every coordinator had been or was a graduate student at the college of education. Many of the school district personnel had also been graduate students at the college of education and often have hired faculty as consultants to their school systems. These informal linkages fortified the arrangements and facilitated knowledge transfer.

Another area of fortification of knowledge transfer which is not particularly evident from the resources/needs matrix in Table 2-3 came from the student-teacher/cooperating teacher relationships. Student teachers who were trained in university classrooms and whose continuing training involved seminars and one-on-one work with a center coordinator brought their burgeoning skills and interacted with the cooperating teachers in whose classrooms they were placed. Here teachers often did change as a result of being in a cooperating teacher role. Bob Harper, Southern Elementary Teacher Center coordinator, believed that if there was a tangible technique, teachers were more likely to pick it up. Although Bob grounded his belief in Gage's book on Tool Development Strategies, he had concrete evidence regarding cooperating teacher utilization of a mode-changer technique which he had initiated. Bob also pointed out that in non-center classrooms and in non-student teacher classrooms, there were teachers who utilized the mode changer. These teachers were either graduates of the center program, attendees at seminars given by Bob, or observers of the techique in other classrooms. To sum up, Bob reported that in about 1/3 of the cases, cooperating teachers changed as a result of the teacher center experience.

The transfer viewpoint in the above situation has been somewhat uni-directional. However, the linkage patterns outlined in the section on structure revealed, especially in Cardon County, that the initiation of a teacher center was facilitated through these informal linkages. It is also probable that school district personnel were socialized to research knowledge and college of education resource utilization through participation in graduate courses.

Overview. It is clear from the study of the interorganizational arrangement involving ESU that, although all participating organizations were committed to the improvement of public education, exchanges based on the needs and resources of participating organizations explained the existence of the IOA rather than the presence of a superordinate goal. In these times of fiscal constraint and turbulent educational environments, individual educational organizations at both the university and district level realized the need to collaborate formally. Through formal collaboration these organizations formed a partnership which helped each organization better reach its own goals. Those IOAs which, in fact, allowed for these partnerships (even though there was not always an equal balance in the contributions of the partners) were those with a stronger chance for survival. The Eastern State University Case provides an example of organizations collaborating and thereby gaining additional resources which each organization needed for its own stability and survival.

Overall, the Eastern University case made clear the importance of interorganizational arrangement structure. Differing linkage systems possessed implications for the roles of boundary personnel and for the exchange of resources including knowledge resources. Viewing the environmental niche in which the IOA was set helped to clarify the initiation and routinization of exchanges across the structural linkages in a given setting. Each environment offered a specific configuration of resource acquisition opportunities to the organizations within it, each of which had certain needs.

Factors which facilitated collaboration among the organizations included informal linkages across organizational lines which allowed for awarenessof resource acquisition opportunities. In the five school districts of the Eastern State University case, collaborating organizations engaged in an exchange of resources to meet individual organizational needs and goals. The IOA formalized linkage patterns, and, as long as needs were being met, routinized the exchange of knowledge and other resources.

2.2. BARRIERS

In the present configuration of OFE, there appeared to be three main types of barriers: environmental, organizational, and interpersonal.

Environment. Environmental barriers to effective collaboration between the college of education and school districts continued to exist in certain settings. A large selection of resource acquisition opportunities, access to alternative knowledge resources, and decline in district fiscal resources served as barriers to collaboration. For instance, in Arthur County where the school district had access to several university programs in one school building and where budget cuts increased, there was less incentive for support of the Eastern State Teacher Education Center.

At the organizational level, domain dissensus also served as a barrier to college of education-school district collaboration. Where there was disagreement over the role of the college of education in in-service, there was little chance of collaboration, as seen earlier in the demise of the Martinville County centers.

Interpersonal linkages. Turning to the interpersonal level, where there were few informal linkages and little interpersonal contact between college of education and school district personnel, there was less support for collaborative ventures. Again, in the Arthur County case, there was the least contact between college of education and district personnel. Here, in the words of the OFE director, the connection "was most tenuous," and here was a pattern of eroding support over time for the center effort including the provision of undesirable space and the steadily diminishing support for secretarial services, telephone, and materials until it was cut off altogether.

Organizational congruence. Another type of barrier to collaboration was a lack of congruence between organizational configurations. The Educator-In-Residence program, a collaborative effort between the college of education and the Bettner school district provided an excellent example of this lack of congruence. The Bettner School District identified

a need (elementary math) and the college of education provided a faculty member who spent one-third time in residence at the Bettner School District. In return the Bettner school district was to provide an individual for an equivalent period of time in mainstreaming, the area of need specified by the college of education. Due to the different organizational nature of the Bettner school district, and personnel changes at the assistant superintendent level, problems arose and the return exchange never materialized. Instead, after much thought and the work of a joint planning committee, a one-day-long meeting was held. At this meeting, college of education and district personnel were paired according to complementary subject areas. The objectives of the meeting were to allow for a sharing of needs and problems as well as for the identification of collaborative approaches to meeting the identified needs and solving the identified problems. (There were a number of tangible outcomes in terms of collaborative projects between Bettner and college of education faculty.)

A key point to note here is that the existence of an ongoing collaborative mechanism between the college of education and the school district averted a very real barrier, the lack of congruence in organizational structure. The joint planning committee which grew out of the Bettner Center and the coordinator's concern with broadening school district/college of education collaboration invented a format (the paired interest meeting) which resulted in much more widespread outcomes than the original, more narrowly defined exchange of an educator.

Another instance of a barrier due to lack of organizational congruence was the difference between the university calendar and the school district calendar. This meant that, for example, the college of education could not collaborate with school districts in providing student teaching experience during the important time of closing the school year.

A third example of a barrier due to lack of organizational congruence was particularly evident in the secondary professional development centers at Gantt County. Here the secondary teachers in the school-based supervision teams were dissatisfied with the lack of consistency in student teacher training in the college of education's secondary education department. For instance, different subject areas within the department placed the student teaching experience at different points in the academic program with some student teachers gaining field experience prior to or concurrent with methods courses.

Overview. To sum up, organizational barriers to collaboration occurred primarily in the areas of logistics and mismatches in priorities and procedures. For instance, a barrier to collaboration in the area of in-service was the offering of courses or workshops in the evenings at school sites where teachers needed to drive a distance in order to return to their schools. Or, as the OFE director pointed out, "If you want to have a meeting, teachers just can't go to meetings. It costs money for substitute teachers for release time. Or otherwise you have to have it at a time which is not convenient for university people." The OFE director also noted that "we are constantly faced with problems between the university priorities for national eminence and research published in journals and the priorities of school systems - school systems want help from the university, but the university reward system won't reinforce the kind of help that the systems want." (In addition to serving as barriers, these differing reward systems also served to influence boundary role personnel behavior and activities.)

There were other barriers to collaboration between the college of education and the school system in terms of a focus

on in-service. Here the barrier was evident regarding one organization or group's conception of the appropriate role of the other organization - role conflict at the organizational level. The expectations one organization had for another's anticipated behavior influenced the actual operations of collaborative effort. For instance, one Hanburg coordinator had worked part-time as a secondary coordinator prior to her present position. In her previous role, she had worked only with student teachers and even after assuming the position of center coordinator she continued to be known as somebody who worked with student teachers. "The in-service stuff is done by Les (Jones, county director of staff development). The county people view us as pre-service." Interestingly, this view also illustrates another barrier to successful collaborative behavior: a narrow conception of the coordinator's role which hampered the flexibility needed to interpret and act on the needs of participating organizations.

A final set of barriers to collaboration and the successful implementation of activities occurred in the interpersonal sphere. In this sphere, the greatest barrier was a lack of homophily between key persons or groups which often led to conflict and inhibition of collaborative behavior. For instance, one barrier to academic research at the centers was that, as the OFE director explained, "Ninety-five percent of the people at OFE were action-oriented." This interpersonal quality was homophilous with the school systems' action-oriented traditional concerns. However, it was in conflict with some faculty members'views of academic research.

Another barrier at the interpersonal level was that some individuals viewed any change as a threat. (This barrier was much more evident in the early years of OFE.)

Overall, there seemed to be less stringent barriers at the present time than in the earlier years of OFE. Conflict stemming from turf and power struggles had greatly diminished. Those interorganizational arrangements that survived had already withstood the barriers of time as well as the possible

environmental, organizational, and interpersonal barriers summarized in Table 2-4.

Table 2-4 The Later Years of the Interorganizational Arrangement: Barriers and their Institutional Effects

LOCUS AND ITEM	INSTITUTIONAL EFFECTS
Characteristics of the Environmental Niche	
Domain dissensus	Disincentive for participation/ maintenance of IOA
Decline of fiscal resources	Motivation for ending IOA
High access to alternative resources	Disincentive for participation in IOA
Characteristics of Organizations	
Few linkages/few interpersonal contacts	Little awareness of resource acquisition opportunities
Lack of congruence between organizational configurations (including mismatches in priorities and procedures)	Difficulty in implementing collaboration
Differing reward systems	Lack of consistent reinforcement for collaborative endeavors
Lack of congruence among role expectations for organizations	Favored/supported activities of one kind rather than another (e.g., pre-service over in-service
Characteristics of IOA Leaders	
Narrow role perception	Hampered flexibility in meeting district needs
Lack of homophily between key persons	Conflict and inhibition of collaborative behavior

2.3. FACILITATORS

Factors facilitating collaborative behavior can also be classified according to whether they are primarily environmental, organizational, or interpersonal.

Environment. Environmental facilitators included the absence of alternative knowledge resources in settings other than that of the Eastern State College of Education as well as some small amount of fiscal resources to contribute to collaborative efforts.

Organization. At the organizational level, informal linkages (often based on prior formal linkages) were key in leading to collaborative efforts based upon an awareness of needs as well as resources on the part of personnel from each organization. At a lower level, one coordinator pointed out that "when the principals know you have some money, they come to you." Here was an example of awareness through formal linkages which were set up as a part of the interorganizational arrangement. The advisory councils, policy boards, and/or operating committees which existed in each interorganizational arrangement (except for Arthur County) greatly facilitated the awareness of needs and sharing of resources among participating organizations. Other formal mechanisms of sharing information/resources which facilitated routine collaboration through need fulfillment as well as knowledge transfer included newsletters and booklets from the centers.

Another set of facilitating factors present during the earlier period of OFE - federal funds - was absent from the scene during the current period. However, another factor aided in the stability of the arrangements: stability of key personnel in the school districts and at the college of education. For instance, in the focal counties (Hanburg and Cardon) key supporters of the early centers remained in the district administration and, in most cases, now occupied higher level positions. Goldman remained as OFE director and Kanter continued as associate director. OFE became more closely integrated with other units. Esther Kanter served as chair of the college of education faculty and several coordinators

served on departmental committees including the Bettner coordinator who was on the search committee for the new head of the combined elementary and secondary departments.

Official dual roles also strengthened the integration of OFE with other aspects of the college of education. Paralleling somewhat Rob Goldman's roles as director of OFE and director of outreach, the elementary and early childhood department's liaison to OFE also served as coordinator of off-campus programs for her department in the southern part of Eastern State.

Several facilitating factors related to organizations or group's conceptions of the role of coordinators and centers. One coordinator reported that the county liked it when the center undertook in-service activities because it was on a less threatening basis for teachers. How teachers viewed centers also related to their trust and usage of a center; "teachers here think of me more as a county person," reported a Hanburg coordinator and this contributed toward their trust.

Perceived benefits for the participating organizations appeared important in facilitating collaboration and activities. As a Cardon County principal reported, the center "has given us recognition for what we are doing." When evaluating the role of the parent volunteer program in the Cardon center, the assistant superintendent of Cardon County expressed concern that "if we move it (the parent volunteer program) out of the center, it might wither and die." Here, success facilitated success.

Interpersonal facilitators. Turning to the interpersonal level, homophily and coordinator characteristics including ideology played important facilitating roles in the collaborative efforts and activities of the interorganizational arrangement as well as in the initiation of the IOA. Homophily between the coordinator and teachers or administrators in the school district facilitated the ongoing activities of the interorganizational arrangement. Additionally, most of the center coordinators had done some graduate work at the university and, thus, were comfortable with the college of education world as well as the school's world. In Cardon County the coordinator

neither studied at the college of education nor taught in the Cardon schools prior to her appointment as coordinator. However, her graduate training at a prestigious college of education and her local teaching experience aided in her selection for the position and especially accounted for her similarity in the sensitivity to the views of the district personnel.

An excellent example of homophily in action was provided by a Hanburg coordinator who responded to a teacher's comment regarding the lack of impact of teachers' views upon the university by saying: "I'm always spouting the teacher line. I am a committee of teachers myself. The Teacher Education Center is necessary for that. The center will facilitate that (bringing teachers' views to the university)."

Another key facilitating factor was the support given to coordinators by the OFE director and by their "bosses" at the school district level. One Hanburg coordinator noted that "they are so positive; it's incredible." When asked why, the coordinator replied, "the success that the center is having, and, I guess, a similar value system...a similar philosophical orientation." This support was also engendered through the looseness of coupling (weak linkages) between the centers and the participating organizations. Loose coupling was a positive factor influencing the autonomy of a coordinator which allowed him or her to interpret the needs of the center's particular setting and move rapidly to plan and implement a program to fill these needs.

Other coordinator characteristics facilitated the implementation of center activities. Playing a "catalyst" role - in the words on one coordinator - breaking through red tape for teachers, turning around requests right away, and trouble-shooting for principals, led to support for coordinator and center activities. In the professional development center setting, the secondary coordinator's role of helping teachers formulate and communicate their concerns with the secondary teacher training curriculum increased the support of these teachers and contributed to their feelings of effectiveness

in shaping the broad teacher education program of which they were a part.

Still another coordinator characteristic - understanding teachers' needs for recognition of their skills and professionalism - stimulated teachers' motivations for participation in the center and supported teacher competency in performing the cooperating teacher role. Coordinators provided social support or recognition in varying ways. One coordinator had a tea at the end of each semester to recognize the center's cooperating teachers and created a photo display of the occasion. Another coordinator provided one-on-one encouragement for teachers' in terms of support for graduate work and daily coping.

It is important to point out that coordinator ideology greatly influenced how a coordinator provided support and encouragement for teachers and how a coordinator planned and implemented center activities. Tables 2-5 and 2-6 summarize the OFE director and two coordinators' linking activities. Coordinator ideology was also evident in the types of knowledge transmitted through the center. For example, one Cardon coordinator was strongly influenced by the research literature in set induction, trained student teachers in set induction skills, and demonstrated these skills for cooperating teachers. Another Hanburg coordinator possessed a strong philosophy regarding blends of theory and practice and craft knowledge from the classroom; this coordinator's activities and newsletter emphasized classroom-generated techniques and tools.

Finally, according to almost every single informant, the IOA leader's philosophy and style greatly facilitated the workings of the IOA. As one senior faculty member said, Rob Goldman's "style, his low key approach to dealing with the county, and his responsiveness of meeting their needs as well as his flexibility in designing models to meet the needs of the county" accounted for the success and stability of OFE. Additionally, Goldman's style in dealing with other college departments greatly contributed to the lessening of conflicts with other departments and facilitated college of education support for OFE.

Table 2-5 Linkage Functions of Boundary Personnel at the Cardon and Hanburg Sites

Functions	UNIVERSITY AS USER				SCHOOL DISTRICT/TEACHERS AS USERS			
	Cardon		Hanburg		Cardon		Hanburg	
	Investment by linker	Perceived success (user's judgment)	Investment by linker	Perceived success	Investment by linker	Perceived success	Investment by linker	Perceived success
1. Resource transforming for potential users (packaging, synthesizing, making easily available and usable	none	n.a.	moderate	+	moderate	+	moderate	++
2. Resource delivery: searching, retrieving based on user needs; passing on, informing, explaining	moderate	++	moderate	++	heavy	++	heavy	++
3. Solution giving: advising, encouraging adoption of idea, product as a solution to user problem	none	n.a.	none	n.a.	moderate (district-oriented)	++	heavy (teacher-oriented)	++
4. Implementation helping: supporting user's efforts to build knowledge into ongoing operations	none	n.a.	minor	++	minor	n.d.	heavy	n.d.
5. Process helping: listening, encouraging, talking through problems	minor	n.d.	minor	n.d.	moderate	++	heavy	++
6. Direct training: giving workshops, classes, courses.	none	n.a.	none	n.a.	moderate	+	moderate	+

Investment	Perceived Success
Heavy	++ very
Moderate	+ moderate
Minor	0 negligible
None	- unsuccessful
	n.a. no data

Table 2-6 Linkage Functions of OFE Director

Functions	UNIVERSITY AS USER		SCHOOL DISTRICT/TEACHERS AS USERS	
	Investment by linker	Perceived success (users' judgment)	Investment by linker	Perceived success
1. Resource transforming for potential users (packaging, synthesizing, making easily available and usable	none		none	
2. Resource delivery: searching, retrieving based on user needs; passing on, informing, explaining	heavy	++	heavy	++
3. Solution giving: advising, encouraging adoption of idea, product as a solution to user problem	none	n.a.	none	n.a.
4. Implementation helping: supporting user's efforts to build knowledge into ongoing operations	none	n.a.	none	n.a.
5. Process helping: listening, encouraging, talking through problems	heavy	++	heavy	++
6. Direct training: giving workshops, classes, courses.	minor	+	minor	+

Investment	Perceived Success
Heavy	++ very
Moderate	+ moderate
Minor	0 negligible
None	- unsuccessful

Table 2-6 Linkage Functions of OFE Director (continued)

Functions	UNIVERSITY AS USER		SCHOOL DISTRICT/TEACHERS AS USERS	
	Investment by linker	Perceived success (users' judgment)	Investment by linker	Perceived success
7. External representation	heavy	++	n.a.	n.a.
8. IOA system building and maintenance	heavy	++	heavy	++
9. Trust generating	moderate	++	moderate	++
10. Need diagnosing	moderate	n.d.	moderate	n.d.

Investment	Perceived Success	
Heavy	++	very
Moderate	+	moderate
Minor	0	negligible
None	-	unsuccessful
	n.d.	no data

In summary, the multiplexity of ties and activities at both the OFE level and the individual IOA level facilitated the stability and institutionalization of the IOA. Informal linkages facilitated an awareness of benefits from IOA participation; IOA leader and coordinator characteristics, then, facilitated the successful and unique pattern of each IOA which met the needs of participating organizations. Table 2-7 summarizes these factors.

Table 2-7 The Later Years of the Interorganizational Arrangement: Facilitators

LOCUS AND ITEM	INSTITUTIONAL EFFECTS
Characteristics of the Environmental Niche	
Availability of fiscal resources	Ability to support an interorganizational arrangement
Absence of alternative knowledge resources	Motivation to participate in an interorganizational arrangement
Recognition	Strengthens self-concept of participating organization and reinforces motivation for participation in the IOA
Characteristics of Organizations	
Informal linkages (often based on prior formal linkages)	Awareness of other organizations' needs and resources
Formal linkage patterns of IOA	Continued support for IOA; greater awareness of needs and sharing of resources
Looseness of coupling between center and participating organizations	Strengthened autonomy and effectiveness through flexibility in sensing and filling needs
Characteristics of IOA Leaders	
Stability of IOA key persons	Continuity of IOA; support for IOA
Duality of IOA leader and coordinator roles	Reinforced/strengthened IOA-related activities
User perception of IOA leaders roles/perceived homophily	Trust in leaders and support/commitment to IOA activities
Support of IOA leaders	Strengthens coordinator performance and effectiveness

Table 2-7 The Later Years of the Interorganizational Arrangement: Facilitators (continued)

LOCUS AND ITEM	INSTITUTIONAL EFFECTS
Characteristics of IOA Leaders	
Catalyst role of coordinator	Support for coordinator and IOA activities
Recognition/social support role of coordinator	Improved building level climate/ increased participation in IOA activities
Ideology of coordinator	Focus of activities provided by coordinator; manner of implementation of activities; predominant types of knowledge transmitted through the IOA
Low-key, responsive, flexible style of IOA leader	Lessened conflicts within college; increased effectiveness of IOA; increased stability and support for IOA

2.4. OPERATION OF THE CARDON COUNTY CENTER

2.4.1. Institutional Structure, Context, and Events

Following the departure of Dorey Hammer as coordinator (due to the illness of her spouse), a national search for a coordinator was held. The joint search committee selected Debra Annonberg as coordinator. Debra had received her Ph.D. from the University of Chicago, studied at Oxford, and taught in an inner-city school district. When she arrived in Cardon County, there was a resource room at the middle school which had been a product of the now defunct Teacher Corps program. Annonberg thought this would be an ideal place for the center and checked with Green (the middle school principal), Goldman, and the center's policy board. Everyone agreed that moving the center to the middle school resource room would allow the resource room to be open and staffed for longer hours and would strengthen the center and its activities.

The resource room, as it appeared in 1979-1980, was a very spacious, airy, and attractive self-contained space off a hall across from the middle schools' cafeteria. Entering the L-shaped room, one found the secretary's desk immediately to the left, placed at a right angle to the door. Behind and parallel to the secretary's desk was the coordinator's desk. Several file cabinets occupied the space between the two desks. On the right as one entered the room were large bulletin boards with a pleasingly arranged display of articles for teachers to read while they waited for their laminating. The bulletin board display consisted of one large panel which read "The Eastern State University - Cardon County Education Center is," followed by another panel which had a circle with the words, "Skilled Practitioners, Informed Scholars and Concerned Citizens" on it. A third panel had a circle which read, "Teacher Education Center Puts It All Together."

At the back of the room, parallel to the doorway was a counter with laminating, dry mounting, and thermofax equipment. The left side of the room contained bookshelves filled with books and materials. Some equipment was stored at the very

back of the left portion of the room. In the center of the left portion of the room was a large, long conference table placed parallel to the bulletin board. Overall, the center appeared to provide inviting, quiet space for staff, teachers, and seminar courses.

The governance structure of the center remained the same with monthly operations committee meetings and twice yearly policy board meetings. In terms of the operation of the center itself, the coordinator continued to have a half-time secretary (paid for by the county) and a graduate assistant (paid for by the university).

When the Teacher Corps program ended, the Cardon center took over the program's most successful community components, the parent volunteer program and the homework center. Thus, there was a part-time (16 hours a week) parent volunteer coordinator as well as a part-time (10 hours a week) homework center coordinator placed under the supervision of the center's coordinator. With the addition of an individual to help out in the resource room eight hours a week, Annonberg supervised a total staff of six.

School membership in the center remained the same (two elementary schools, one middle and one high school) until 1980-1981 at which time all the schools in Small Town which "fed" into the center's high school were added to the center. This addition of four schools provided a larger pool of teachers for supervising student teachers as well as more special education placements. (The six schools were all members of the bridging committee.) It also struck a compromise between the county's concern "that the most effective teachers be used regardless of school" and the college of education's concern "that student teachers should not travel any farther than necessary due to the energy crunch."

In 1980-1981, rotation of schools began within the new group of four elementary schools. Some elementary schools within the group of four would receive student teachers in the spring. This variation of rotation allowed for an increase in the pool of cooperating teachers, " sharing of the burden,"

as well as maintenance of school membership over time. (This variation contrasted with the rotation plan in Hanburg County where schools actually rotated in and out of membership in the center over a three to four year cycle.)

2.4.2. Objectives

The objectives of the center under Annonberg continued to be quite similar to the original objectives of the center in terms of in-service and pre-service programs. However, there seemed to be more of a focus on the "translation of research into action" with the coordinator's focus on set induction which originated from her reading of the literature on that subject. There also seemed to be more emphasis on coordinator leadership and collaboration in developing in-service programs consistent with building level staff development plans.

In the area of special programs, the coordinator continued and strengthened work in the homework center and parent volunteer areas. One sub-objective in this area for 1979-1980 was for a review committee to examine these two programs and decide whether they should be continued and in what form. The review committee, chaired by Annonberg, did recommend to the spring policy board that these programs be continued in their current forms.

A third objective in the special program area was to improve articulation between elementary and middle schools. Again, this objective stemmed from the work of the current coordinator's predecessor.

To sum up current objectives of the center, a senior college of education professor who had a long association with the Cardon center observed that the coordinator is "doing very well in carrying out these projects (which can be traced back to the initial two coordinators of the center) and is also looking for something to call her own." There were two projects evident in the fall of 1980, which Annonberg conceptualized on her own: Annonberg founded a "research network" to support Cardon teachers planning or involved in advanced degrees and/or research work and she began a "future educators group."

In summary, there seemed to be one theme running throughout these objectives during the Annonberg era: integration of the center with existing county programs and priorities. This theme distinguishes Annonberg from her predecessors and contributed greatly to the center's stability and support.

2.4.3. Key Persons

There has been tremendous stability in terms of key persons both at the university and county levels. In Cardon County, the only turnover in key personnel was the departure from the Cardon County scene of the first two coordinators. The superintendent remained the same until the very end of this study at which point he announced his resignation. Jim Barnes, a staunch center supporter from the beginning and a moving force behind the founding of the center, was appointed as the new Cardon superintendent in June, 1981.

There was a new director of staff development who came to Cardon in 1979 who followed the then assistant superintendent Barnes' lead and supported the center. The new staff development director would often call the coordinator for information and referrals.

Additionally, she consistently played a facilitating role at policy board meetings by identifying information sources. The dialogue below from a spring policy board meeting captures this role:

> Annonberg: I'm working on a model now for a resource room that I'm satisfied with....
>
> Staff development director: Are you aware that they are working on a model this summer? Talk to Ms. X.

The staff development director also seemed to put people in touch with Goldman or Annonberg when their offices had needs which OFE might serve as is evident below:

> Staff development director: Did you get a call?
>
> Goldman: Yes, I'll report later on this....
>
> Goldman: I'd like to finish what the staff development director raised. Joan M. wrote me a letter at the staff development director's suggestion (I now find out) to have the college bid on a course...

At the university, the only major turnover was the return of Goldman as director of OFE. Esther Kanter remained as associate director. Goldman, Kanter, Hartney, and a faculty member from industrial education who now sat on the policy board continued to be key people in the support of the center.

There also was a turnover every year or two in the graduate assistant to the center coordinator, usually due to the assistant's completion of graduate work. (This change had almost no impact on the center's operations.)

This general stability in key personnel connected to the center aided Annonberg who had no previous county or college connections prior to her accepting her position. This stability also aided in the survival of the center after the demise of the Teacher Corps project.

In terms of overall frequency of interactions, Annonberg often spoke with Pat Weavermon and to the director of staff development. She also met directly with James Barnes. Most of her business, as was the Cardon County custom, was handled over the telephone. Outside of Cardon County, Annonberg spoke most frequently with Goldman at OFE and less frequently with Kanter. She also had occasional telephone contact with the Hanburg coordinators.

2.4.4. Resource Changes

Table 2-8 Overview of Cardon IOA Resources

Year	Eastern State University	Cardon County	Total	Percentage Change Over Previous Year
1975-1976	$17,322	$13,397	$30,719	--
1977-1978	21,350	19,425	40,775	32%
1978-1979	25,800	22,900	48,700	19%
1979-1980	27,790	24,002	51,792	6%
1980-1981	29,241	27,884	57,125	10%
proposed 1981-1982	31,592	29,082	60,674	6%

The table above presents a picture of the fiscal resources devoted to the Cardon County center by the organizations participating in the district level interorganizational arrangement from 1975 to the present. The two largest percentage

increases occurred during the time the federally-funded Teacher Corps project was operating out of the middle school. Additionally, these earlier years of the center's existence were years of growth for Cardon County. The relatively modest increases in the center's budget in recent years reflected primarily the salary increases of the six person staff connected with the center: the coordinator, secretary, assistant coordinator; and the parent volunteer coordinator, homework center coordinator, and resource room person (after the Teacher Corps program ended.)

In terms of other resources, the pattern over the years was quite stable. After the center's return to the middle school and location in the resource room, the physical resources remained the same. Also the university continued to provide equipment (e.g., videotape equipment). Overall there seemed to be no major reductions in resourcing patterns during Annonberg's tenure.

2.4.5. Activities

The Cardon County Education Center activities could be classified in terms of pre-service, in-service, or other focus. In the pre-service area, there were a total of 47 student teachers assigned to the center during 1978-1979. This total included nine special education student teachers, all of whom were directly supervised by the coordinator. She held building-level meetings which worked most effectively at the high school. Supervision included at least weekly observations followed by conferences with the student teachers and often with cooperating teachers present. Additionally she required student teachers to attend eight seminars as follows: orientation; multicultural background of Cardon County; classroom management; set induction; use of audiovisual equipment; parent conferences; job opportunities and strategies; unit planning. In conjunction with the set induction seminar, the coordinator utilized the university educational technology department of the college of education to produce set induction videotapes.

Table 2-9 Cardon Center Activities 1979-1980

Pre-Service Activities

- Supervision of 47 student teachers (including weekly observations and conferences with student and cooperating teachers).
- Eight seminars for student teachers.
- Use of videotape equipment (for set induction activities based on research).
- Provision of homework center supervised experience (in cooperation with the homework center).
- Provision of parent conferencing supervised experience (in cooperation with parent volunteer program).

In-Service Activities

- Four workshops (two of which were one-shot and two of which covered two sessions).
- Two college of education courses (each with an enrollment of twenty students).
- Provision of consultants (primarily from the college of education).
- Bridging activities (meetings, luncheon, orientations, intervisitations).
- Provision of funds for teacher participation at conferences and meetings.
- Provision of resource room (library, laminating and other equipment).
- Future Educators Group (Fall 1980).

Research Activities

- Incorporate research findings in conferences with student and cooperating teachers.
- Research network (Fall 1980).

Other Activities

- Homework center (two nights per week for about 59 students).
- Parent volunteer program (school-based programs including workshops; high school reading tutoring program; parent volunteer handbook).
- Locale for Outreach program courses.
- Operating committee meetings.
- Policy board meetings.
- Review committee meetings.

The coordinator also integrated the center's pre-service activities with the center's two community components and its in-service components. The coordinator asked student teachers to serve one night a week at the homework center, an activity which aided student teacher ability to work with pupils in an informal setting. The parent volunteer program provided a seminar on parent conferencing techniques which greatly aided student teacher skills in relating to and communicating with parents.

In the in-service area, the coordinator arranged four workshops, (assertiveness training for teachers, Christmas crafts in the classroom, stress training, and building positive self-concepts). Two of these workshops continued for two sessions; the others were one-shot activities. Note that the type of knowledge acquisition involved in these workshops was neither research knowledge nor craft knowledge. With the exception of the Christmas crafts workshops, all of the workshops could be characterized as technical and professional development-oriented. (The average attendance at workshops was nineteen including student teachers; the Christmas workshop had an attendance of forty individuals.)

The center offered two college of education courses in 1978-1979: Mainstreaming and teaching reading in the content areas. Each course had an enrollment of approximately twenty students.

In addition, the center offered consultant help at the school building level on early dismissal days. (Note that this utilization of time convenient to teachers is also stressed by Hanburg County coordinators.) The type of consultant was identified at the schoolbuilding level. For instance, one elementary school had consultants in the reading and science areas; another had a consultant in the science area; another high school had a consultant on individualizing instruction.

One of the areas of in-service activities was a continuation of the bridging work initiated by Dorey Hammer. Debra Annonberg, with the respect of and close working relationship with district personnel, was able to revive bridging efforts and turn bridging activities into some of the most successful

activities of the center. Annonberg acted as unofficial chair of the bridging committee during 1979-1980. Her role was primarily that of organizer and facilitator (see bridging serial). She integrated her activities with those of the middle school committee and guidance department.

Here one can effectively contrast the working style of the present coordinator with that of her predecessor. Where Hammer would rush in with an exciting idea and attempt to implement it no matter whose turf was invaded, Annonberg would identify in whose turf an activity might be and would work closely with that individual. Annonberg's implementation mode was to meet both the needs of the individual and those of the center.

Another in-service activity was the center's provision of funds for teacher participation at conferences and professional meetings. Eighteen teachers took advantage of this activity one time during 1978-1979; two teachers went to two meetings or conferences. Conferences/meetings attended ranged from the Eastern State Association for Teacher Education Conference to the Glasser Reality Therapy Seminar and a Reading Success Workshop.

In the research area, during both conferences and meetings with cooperating teachers, the coordinator made efforts "to incorporate discussion of research findings of the 'best possible practices.'" This was a part of the center's objective, "to serve as a clearinghouse for research findings."

The fall of 1980 saw a great upsurge in an ongoing activity, usage of the resource room. One hundred and twenty individuals signed in, with 110 of these individuals signing out equipment. There also were 110 orders for laminating materials.

Activities in the "other category" stemmed from the Teacher Corps program. When the Teacher Corps program ended, Hartney proposed to the center policy committee that the center continue the community components of the Teacher Corps program (the homework and parent volunteer activities). The university offered to provide half of the budget for these two components, wanting to institutionalize successful innovations funded by "soft money." Having been approved by the policy committee, Annonberg con-

centrated on improving these activities. The homework center was open two nights a week and attracted approximately 59 students during 1979-1980. The center expanded its operating concept to include additional materials and games for the center. Overall, these activities and their support from the university and the district reflected the broader definition of teachers centers as well as the responsiveness of the university to community needs. "Together the district and the college of education lightened the load."

The parent volunteer program was run by a parent volunteer coordinator who worked part-time with the center coordinator. In 1979-1980 the program operated at four schools, with varying degrees of success. Each school program took on its own identity. At one elementary school the parent volunteer program held three workshops: one on making learning centers using the Cardon County Education Center's resources and equipment; one on enhancing students' reading skills; and one on Christmas crafts. The parent volunteer coordinator distributed several newsletters and held meetings to discuss the school's gifted and talented program and other topics.

At another elementary school where the PTA elected a parent volunteer coordinator of its own, the center's parent volunteer coordinator met with the PTA representative to plan volunteer activities. There were three workshops devoted to making learning centers and special projects requested by the teachers.

Turning to the middle school level, no volunteers appeared at the first meeting in the fall. At a second meeting in November, as a result of much legwork on the part of the parent volunteer coordinator, 10 to 12 volunteers came. Rather than assigning parents to specific teachers' classrooms, the parent volunteer coordinator utilized a "helping hands" approach favored by the teachers. Teachers filled out "helping hands" request forms (e.g., typing projects helping with the annual Book and Career Fair, helping two special education students work with machinery in industrial education) and parents volunteered to help out in each case.

At the high school level, there were seven parent volunteers who worked in a very successful reading tutoring program for students. A representative of the local Adult Reading Academy trained the seven volunteers.

Overall, the parent volunteer coordinator in cooperation with the district person responsible for parent liaison and other volunteer coordinators compiled a volunteer handbook and began work on a coordinators handbook.

One of the key problems in implementing the parent volunteer areas was identifying volunteers. With people increasingly turning to full-time positions, the population from which to recruit volunteers was diminished. Additionally, one operations committee member noted that the opening of large shopping centers in Cardon County and the driving distance from homes to some schools also diminished the parent volunteer pool.

2.4.6. Interorganizational Dynamics

Consensus and conflict. Under the leadership of Debra Annonberg, the climate of consensus surrounding the center increased and the level of conflict decreased. The history of the Cardon center revealed some strong conflicts in three areas:

- in turf areas between the first coordinator and the middle school principal
- in turf areas between the secondary teachers and the district/university personnel in founding the center
- in turf areas between the first two coordinators and district personnel.

An anecdote reported by Annonberg captures the history of coordinator-county personnel relationships upon which Annonberg had to build in her first years as coordinator:

> One day while at lunch, the center's secretary (whose husband had been a middle school teacher and then a Cardon guidance counselor) introduced Annonberg to the Cardon County school district's Director of the Department of Transportation. All of a sudden, there was a change in the man's friendliness. He took two steps backward and was quite cool toward Annonberg. Later Annonberg learned through the secretary that her predecessor, Dorey Hammer, had gone to him and said that he had to coordinate all school's busing schedules with the teacher center schedule. The Department of Transportation Director was very upset by this request which he felt was uppity and which did not give any regard to the other priorities he needed to consider in his scheduling headaches... Apparently, Hammer would go off on an idea with no detailed understanding of operations.

Annonberg has been quite effective in working with district personnel and in diagnosing and responding to their needs. One of the characteristics of her style - which reinforces a consensus over a conflict mode of operation - was to integrate the operation of the center with the operations of the district. She did this in many ways ranging from active membership on district committees, participation in district conferences, and always checking with whomever controlled the turf surrounding a particular activity. Her success in alleviating conflict and building trust was evident especially in the bridging serial (see serials discussion).

However, at the time of this study there was still some evidence of traces of residual conflict. To this observer, the coordinator had to be quite careful in dealing with the middle school principal in terms of turf issues. But in focussed discussions, the principal expressed his strong support for the center and the coordinator saying that "Debra was head and shoulders above all of the other candidates" and pointing out the significant benefits of the center.

Bargaining and exchange. Bargaining issues arose primarily in terms of university-school district relations. The earlier noted addition of the other four Small Town elementary schools to the two Small Town elementary schools already center members, was an excellent illustration of bargaining and exchange with the coordinator serving in a facilitator role. The county had wanted more schools and teachers involved in supervising student teachers while the university worried about the very long commuting distance (up to several hours) to some of the Cardon County schools. The compromise - hammered out in informal conversations between the coordinator and Goldman and the coordinator and district personnel - was to include all elementary schools which "fed" into the senior high schools as members and to "rotate" these schools' student teaching loads. This solution met the needs of the supplier of student

teachers, the college of education, and also partially met the needs of the county by expanding school membership in the center.

At the individual level, Annonberg discussed the possibility of rotation with her operations committee. She asked how people felt about rotation. A high school science teacher said he had not heard many complaints about student teachers. "I'll be honest," he said, "I always thought it worth our while dealing with a student teacher." In contrast, an elementary teacher replied, "On the elementary level, it's w-o-r-k - 26 kids and one student teacher. It's work and I could use the rest. That (rotation) would help." Thus, while individual teachers were happy to have student teachers, some felt that they needed a breather. Rotating schools would allow this breather. Yet, geographical constraints made the traditional rotation of schools on a county-wide basis not very feasible. Thus, the coordinator implemented a new variation which complemented the center's involvement in bridging issues: rotation among all the feeder schools to the center high school located in Small Town, the closest location to the River's Landing Campus.

Another example of bargaining and exchange was evident in the following dialogue taken from an operations committee meeting.

> Annonberg: The parent volunteer program is going well. Should the county be funding it?
>
> Middle School Principal: The university is not paying rent, Jefferson University is paying rent for using a school. There should be a trade-off. I checked it out. The university is not paying rent.

This brief dialogue illustrated concern on the part of the middle school principal that the university contribute its fair share to the collaborative arrangement. The coordinator handled the comment by listening and then moving on to having the operations committee establish a review committee to examine the parent volunteer program as well as the homework center.

The predominant knowledge transfer pattern at the center under Annonberg was primarily that of two types of knowledge

flowing from the center to student teachers and to cooperating teachers. The two predominant knowledge types were research knowledge and technical expertise. The direction of flow seemed to be primarily from the university to the schools via the center. There was little in the way of craft or technical knowledge flow from the district classrooms to the university classrooms. The only knowledge flow evident from the district to the university was primarily that of general professional exchange as illustrated in district personnel's provision of feedback/information on the college of education's programs and plans.

2.4.7. Barriers

There were fewer barriers during the Annonberg era than during earlier times. The most important barrier was growing fiscal stringency - a barrier to center expansion and a possible barrier to center effectiveness. Conflict as a barrier was significantly less due to the style and activities of the coordinator. There still were possible barriers over turf and power issues - barriers around which the coordinator effectively navigated. The only outcome related to these possible barriers was the amount of energy used up in the navigational efforts.

Additionally, although the county did have access to alternative knowledge resources (other university programs), this did not serve as a barrier because of the strength of informal linkages (and a concomitant history of collaboration reinforcing mutual respect) between Eastern State College of Education personnel and key Cardon personnel.

Focussing on the district centrality of the center, some barriers to individual teacher centrality were evident. First of all, the young age of the center and the nature of the center governance combined with the fact that the coordinator was not a former school teacher in the system pointed the way more toward a district-wide focus rather than a concentration on helping individual teachers. Furthermore, since the center was still relatively new, there was little evidence of information flow to teachers about what the center offered. Several teacher informants from schools which had just become center

members were not sure that the center did or what benefits it offered. Table 2-10 summarizes these barriers.

Table 2-10 Barriers: Current Cardon Center Operations

Locus and Item	Variable #	Institutional Effects
Fiscal stringency	41	Budget cutting leading to instability of funding
Turf and power issues	related to 9	Potential conflict between coordinator and principal; coordinator style softens this barrier
Access to alternative knowledge sources	5	Potential barrier to collaboration leading to trust and respect negates this barrier

2.4.8. Facilitators

The list of facilitators is much longer than the list of barriers. Table 2-11 provides a summary of the facilitating factors, including variable numbers from the causal networks. Organizational facilitators seemed to outweigh the environmental barrier of fiscal stringency. These included a large number of strong formal and informal linkages (1 and 2) among school, district, and college of education personnel - linkages which also spanned different organizational levels (40).

An important facilitator in terms of the survival of the center was stability - stability of key personnel at the district and college of education levels which reinforced the homophily (20) between the two organizations. The Cardon superintendent remained the same during the center's existence until the close of this study; Cardon district personnel involved in the founding of the center received promotions during the center's existence and continued their support for the center. Similarly, key people at the college of education who were active in the founding of the center remained at the college of education and continued to support the center. The only

key college of education actor involved in the center's founding who no longer was intimately involved in OFE was Stoutemeyer, who served as acting director of OFE before Goldman's return to the office.

One significant aspect of the homophily (20) between college of education and county personnel contributed to the continuation of domain consensus (9) between the two organizations participating in the interorganizational arrangement. Some of the key district personnel had themselves studied at the college of education and been socialized to appreciate, respect and welcome "the scholarly perspective" of the college of education. This welcoming viewpoint certainly reinforced the perceived benefits (17) from collaboration with the college of education.

The college of education personnel also respected district personnel with whom they shared a history of collaboration (15). This respect, along with the district's provision of a locale for placing student teachers, holding off-campus programs and attracting graduate students contributed to the university's perception of benefits (19) from the collaborative arrangement.

Another factor which served as a facilitator for continuing the interorganizational arrangement was the codification (36) which formalized the governance structure of the Cardon center. Having semi-annual policy board meetings with representatives of various levels (40) of each participating organization served to solidify and stabilize the arrangement through ensuring adequate representation and needs communications of the individuals in the arrangement.

Turning to the level of the characteristics of the coordinator and the center, there were several important facilitating factors. The responsiveness of the coordinator (27) and her ability to understand district-wide needs greatly strengthened the operations of the center and the resultant benefits to the district. The loose coupling (24) of the coordinator to her district and university supervisors allowed her the autonomy to diagnose and quickly respond to needs.

Additionally, the coordinator's responsiveness facilitated a diversity of objectives (32) which led to a variety of activities at the center. This diversity and variety contributed to the stability of the collaborative arrangement.

Table 2-11 Facilitators: Current Cardon Center Operations

Locus and Item	Variable #	Institutional Effect
Characteristics of Organization		
Strong formal and informal linkages	1 and 2	Awareness of needs of participating organizations; Perception of benefits
Multiplexity of school-university linkages	40	Contribution to stability of arrangement (Links at differing levels facilitate information flow regarding needs, solutions, etc.)
Perception of benefits	17 and 19	Contribution to commitment of participating organizations.
Codification	36	Routinization and regularization of linkages
Stability of key personnel		Continuation of support through a sense of pride and ownership in the center.
History of collaboration	15	Development of trust and respect; contribution to stability/growth of IOA
Domain consensus	9	Agreement on appropriate role of university; Aids in the support and maintenance of inter-organizational arrangement.
Characteristics of Coordinator and Center		
Homophily	20	Continuation of support for the IOA; understanding of others' needs
Responsiveness of coordinator	27	Contributes to maintenance/growth of IOA; supports variety of objectives and variety of activities
Loose coupling	24	Aids in flexibility of coordinator; contributes to autonomy of coordinator
Variety of objectives and activities	32 and 33	Contributes to the stability of the IOA

2.5. OPERATION OF THE HANBURG COUNTY WESTERN ELEMENTARY CENTER

The founding of the first teacher center in Hanburg County at the first model elementary school in 1968 was followed by the opening of a second elementary teacher center and a secondary teacher center. This section focusses on the current operations of one of these three centers, the Western Elementary Teacher Center. The coordinator of this center, Bob Harper, had served as coordinator since 1970, longer than any other current teacher center coordinator.

2.5.1. Institutional Structure, Context, and Events

The institutional structure of the Western Teacher Education Center remained much the same in 1980 as it was in 1970 with two exceptions. The center was housed in an elementary school, although it was a different school from the original center school in 1968. The center was still directed by a full-time coordinator with the college and the county jointly contributing to his salary. There also was still a half-time secretary whose salary was paid by the county. In addition, during the 1979-1980 school year the center gained a graduate assistant (see Resource Changes).

Also in 1974-1975, Harper added an advisory council structure to the center as a result of "communication problems. There was this ridiculous running around from one place to another." Harper's colleague, Beth Roselli, Coordinator of Hanburg County's Eastern Elementary Teacher Education Center had initiated an advisory council with the help of a faculty member with whom she had worked at River's Landing. To Harper the idea of an advisory council seemed an excellent way for "people to have more stake in the teacher center." Thus, Harper's advisory council had one teacher delegate from each member school, usually "people who are really interested in student teachers." Unlike the Eastern Elementary Center, no principals served on the advisory council for the Western Teacher Education Center. Harper felt that the presence of principals might inhibit the council members expressions of concern and recommendations.

Also unlike the Eastern Elementary Teacher Center, the Western advisory council really served as a sounding board rather than as an initiator of activities. Harper pointed out that his conception of an advisory council was quite different from that of Roselli. Where many ideas and specific guidelines came directly from Roselli's council members, Harper's council members' served as responders to Harper's ideas and liaisons between their schools and the center. Harper made the decisions and, then, asked advisory council members for suggestions.

When the centers were founded, Hanburg County was undergoing tremendous growth. The new planned community in Hanburg received national recognition and attracted many young families. By 1980 the rate of growth in the county had tapered off significantly. While there was still a need for some new teachers, the rate of openings was nowhere near as great as in the late sixties.

Additionally, at the university level the number of student teachers declined, paralleling the decline in the number of both graduate and undergraduate enrollments.

At both the university and county levels, the late seventies - early eighties period was characterized by increased fiscal stringency.

2.5.2. Objectives

The objectives of the Western Teacher Education Center were somewhat different during the late seventies than during the early years of the center. In 1970 the objectives of the center almost completely focussed on the supervision and training of student teachers. By 1980, there was a dramatic shift in objectives evident in the following statements from the 1978-79 and 1979-80 annual reports: "The goal of the Western Teacher Education Center is to enhance the professional development of teachers and administrators." In order to fulfill this goal, wrote the coordinator, the center needed "an organized, committed pre-service program. Pre-service and

in-service are bound together in a successful center operation, and despite the expanding staff development function, student teachers will receive the support of coordinator and cooperating teachers."

The coordinator went on to list eight specific goals for the center's 1980-81 school year:

1. Maintain or increase participant satisfaction with the center program.
2. Broaden and render more usable a common conceptual frame of reference on teaching and learning.
3. Continue to be a force for professional job satisfaction.
4. Continue the creation and spread of instructional ideas, center and county-wide.
5. Maintain a high level of supervisory contact with student teachers.
6. Remain sensitive to the concept of education for all children.
7. Look for opportunities for teachers to contribute to the profession as a whole.
8. Act as a liaison between the university and Hanburg County.

Note that only one of the eight goals listed above focusses exclusively on student teachers!

2.5.3. Key Persons

Due to the age of the Western Teacher Education Center, there had been more turnover in key personnel than in other, newer centers/settings. Of course, Carter and McPherson were no longer at the university. Some faculty including Hartney were still at the River's Landing Campus in 1980; Goldman continued as Director of OFE with Esther Kanter as Associate Director.

One change in "Key Persons" significant to Bob Harper was that in 1975 one layer of bureaucracy was eliminated at OFE. Up until the time Huberman left OFE, elementary coordinators reported to her rather than to the director. Harper preferred reporting directly to Goldman without the intermediate layer. "It's better that way."

At the county level, the man who played an important part in the founding of the centers, the assistant to the associate superintendent, remained the county "boss" of the coordinators until 1979. In 1979, there was a reorganization and the coordinators were to report directly to a supervisor of staff development who, in turn, reported to the former "boss" of the coordinators. Similar to his boss, the new supervisor of staff development was very supportive of the centers and in fact offered a workshop through one of the centers.

Otherwise there was a great deal of stability in county personnel, principals, and teachers. Over the years, ninety of Harper's student teachers "graduated" from the center and went on to teach and assume leadership positions in the county schools, thus increasing support and forming a growing network of center enthusiasts.

In 1979-1980, the center received a graduate assistant. Prior to this time the Secondary Coordinator, Patti Lang, had had a graduate assistant to aid her in student teacher supervision. At the end of 1978-1979, Lang told Goldman she no longer needed a graduate assistant. Harper immediately contacted Goldman and convinced him to hire a part-time assistant for the Western Teacher Education Center. This assistant would also help the Eastern Center coordinator and would work on in-service activities. Goldman agreed with Harper's rationale; Harper hired an assistant who had taught at a Northeastern State Model School with him prior to the time he lived in Hanburg County.

Focussing on communication among key persons, Harper interacted most frequently with Roselli, the coordinator of the Eastern Elementary Teacher Center and much less frequently with Lang, the secondary teacher center coordinator. Although he did speak occasionally with Debra Annonberg, the Cardon County coordinator, his only contact with other coordinators was at OFE meetings and events.

Harper estimated that he spoke with Goldman about once a week and had contact with the college of education about three or four times a week. This contact was primarily with faculty in the reading and methods areas. Turning to contact with his Hanburg supervisor, Les Jones, Harper described Les as very much like Goldman: laissez-faire in terms of what Harper wanted to do and very supportive of Harper's ideas and style. "They (Goldman and Jones) are so positive. It's incredible." Harper reported to Jones periodically about ongoing and future activities: "I'll tell him - here's what we're doing next year and he'll go over the list with me and o.k. it."

2.5.4. Resource Changes

Data on resourcing for the Western Elementary Teacher Center were limited. According to the coordinator, there were few changes in resources over the years with two exceptions. First, the center moved to a new physical location during the 1980-81 school year. Its new locale was a medium-sized office off of the large and well-equipped media center of an open space elementary school. (The space was much smaller than that of the Cardon County Center.) The Western center also had a long bookcase for its own library and materials. The bookcase was located in the media center right next to the teacher center office doorway. Secondly, the center added an assistant whose salary was paid for completely by the college of education.

On the following pages are the Western Elementary 1979-1980 budget and the entire Hanburg County teacher center budget. (Note that the formal budget does not reflect the effective sharing and pooling of resources on the part of the Eastern and Western Elementary Teacher Centers.)

120

Table 2-12 Western Elementary 1979-1980 Budget

Eastern State University Budget	
Communications Course	$ 850.00
Books, etc. for resource room (approx.)	382.99
Conference fees and expenses for center faculty	978.46
Consultants	365.00
In-service workshops	327.36
Personality Differences Workshops	550.00
MATE/MASCD Memberships	7.00
Substitutes for conferences, workshops, etc.	1,365.00
Coordinator's travel	115.50
Equipment	12.50
Miscellaneous (film, etc.)	81.20
	$5,035.01
Hanburg County Budget	
Office expenses (supplies, materials)	$ 324.10
Postage (through May 31, 1980)	133.45
Telephone (through May 31, 1980)	297.96
Travel (through May 31, 1980)	574.65
	$1,330.16
Eastern State Salaries	
Half Coordinator's Salary	$11,969.00
Center Assistant Salary	6,000.00
Fringes	507.60
	$18,476.60
County Salaries	
Half-time Secretary	$4,119.00
Fringes	348.50
	$4,467.50

Table 2-13 Budget for the Three Hanburg Teacher Centers

	Hanburg County	Eastern State	Total
Combined salaries of three TEC coordinators	$35,906.04	$35,906.04	$ 71,812.08
Salary of half-time TEC assistant coordinator	---	6,000.00	6,000.00
Fringe benefits for the three TEC coordinators	6,075.29	---	6,075.29
Fringe benefits for the half-time TEC assistant coordinator	---	507.60	507.60
Combined salaries of three TEC secretaries	12,358.00	---	12,358.00
Fringe benefits for the three TEC secretaries	1,045.49	---	1,045.49
Office Expense (Postage, Phone, Supplies, Travel)- Combined TEC's	3,926.43	---	3,926.43
Resources (Conference fees, equipment, books, etc.)	---	10,750.00	10,750.00
Consultant services (78-79)	---	4,470.00	4,470.00
Substitute teachers (78-79)	---	5,280.00	5,280.00
TOTAL TEC (3½ coordinators and 3 secretaries)	$59,311.25	$62,913.64	$122,224.89

2.5.5. Activities

Pre-service. The Western Elementary Teacher Center had forty student teachers during the 1979-1980 school year. The coordinator averaged 1.5 observations per student teacher per week. Additionally, he held thirty seminars for student teachers during the year. An innovation in this area was a three-day in-depth workshop on classroom management, planning, and the analysis of teaching. The coordinator followed-up observations with conferences which were usually between the student teacher and coordinator.

In-service. The center offered only one course during the 1979-1980 school year. (Five teachers participated.) Offering only one course reflected the nearing saturation point of teachers in schools which had been center members for twelve or so years. However, a much larger number of center teachers attended conferences or meetings. The center paid for 45½ substitute days for center teachers. Conferences ranged from the gifted and talented to the early childhood areas.

The Western Center joined with the Eastern Center in offering six one-shot non-credit seminars, held from 4-6 pm. A total of 80 teachers attended seminars; 30 of these 80 were from the Western Center. The topics of the six seminars were as follows: Cooperative Learning Strategies of Teams; Games and Tournaments; Teachers Writing for Publication; Cardboard Carpentry; Strategies for Mainstreaming; Career Options Within the Field of Education; Research Findings Related to Classroom Teaching. Both college of education faculty and teachers "facilitated the seminars." The center also had a Personality Differences Workshop at which 16 cooperating teachers joined student teachers. Finally, the center hired ten consultants during the year to serve teacher needs. Consultants were almost all from the university.

The center also offered a wide array of material resources. A collection of approximately 1,300 volumes was available to all Hanburg County teachers.

Other activities. The Western Center advisory council met two times during 1979-1980. The council provided feedback, reviewed evaluation questionnaire results and budget, discussed program proposals, and played "an important role as a communications link to the schools."

The assistant to the coordinator served as editor for the center's newsletter The Catalyst. (There were three issues during 1979-1980.) She also worked with the Eastern coordinator in putting together a publication for student teachers and regular teachers entitled, "The Hat Rack," a compendium of craft knowledge. These publication activities were new to the center with the addition of the assistant coordinator who had the time to devote to this work. Table 2-14 summarizes the activities.

2.5.6. Interorganizational Dynamics

Conflict and consensus. Based on limited access to data sources in this county, the only change in the conflict area seemed to be greater disharmony between teachers and administrators during the time of the study as compared with the earlier years of the center.

In terms of conflicting ideas, the secondary level Hanburg coordinator differed in many ways from the elementary level coordinators. The three coordinators recognized these differences and respected one another.

Where there might theoretically have been some evidence of domain dissensus between the two elementary centers in Hanburg County, there was, in fact, strong evidence of domain consensus. The two elementary coordinators pooled resources to offer more to their teachers than a single budget could provide. They worked together closely. Each respected the other and his or her own style.

Viewing relations between the county and the college of education, there appeared to be no conflict. There was no evidence of formal frequent interactions between college and county personnel; the OFE director met at least twice a year with the Hanburg supervisor of staff development, usually to discuss a topic of pressing interest (e.g., rotation talks). There was homophily between the OFE director and his Hanburg County counterpart which facilitated their interactions.

Table 2-14 Western Hanburg Center Activities 1979-1980

Pre-Service Activities

- Supervision of 40 student teachers (including 1.5 observations per week and conferences for student teachers).
- Thirty seminars (including three-day workshop on classroom management, planning, and analysis of teaching and multi-mode methods from craft knowledge).

In-Service Activities

- One graduate course (with enrollment of five).
- Provision of funds for teacher participation at conferences or meetings (including 45½ substitute days for teachers).
- Six seminars (all of which were one shot and sponsored jointly by the Eastern and Western Centers; a total of 30 Western Center teachers attended during the year).
- Personality Differences Workshop (with an attendance of 16 cooperating teachers and student teachers).
- Provision of consultants (almost all of whom were from the university).
- Provision of library of 1300 volumes.
- Individual teacher problem-solving.

Research Activities

- Encouragement of individual teacher's research interests.
- Work with individual teachers on seminar papers and dissertations.
- Encouragement of action research by student teachers and cooperating teachers.

Other Activities

- Publication and dissemination of The Catalyst, a newsletter.
- Publication with the Eastern Center of The Hat Rack, a compendium of craft knowledge for beginning teachers.
- Advisory council meetings.

Bargaining and exchange. With the details of the three centers' budgetary arrangements hammered out twelve years ago, there was no indication until June 1981 of ongoing negotiations. The only change was the movement of a graduate assistant position devoted to pre-service at the secondary center to a totally in-service position based at the Western Elementary Center. This change came at a time of increased budget cuts at the county level and probably helped to heighten county awareness of the center's heavier in-service focus and the college of education's commitment to assisting the county in this area.

Knowledge transfer. Focussing on the Western Elementary Teacher Center, the predominant flow of knowledge seemed to be from the center to the classroom and from classroom to classroom via the center. However, there was firm evidence of a direct flow of knowledge from the coordinator to a college of education faculty member's teaching and publications. In terms of knowledge types, craft knowledge and technical knowledge were prevalent at the center. Very little "pure" or "traditional" research knowledge was evident. Rather the transfer of knowledge at the center involved a blend of practice and theory, based upon the coordinator's own ideology of teaching (see Multi-Mode serial). The coordinator observed that new "knowledge" was acquired most easily by teachers when they saw a tool that worked. This observation was grounded in the coordinator's practice as well as in his reading of Gage's book on Teachers Make A Difference. The coordinator noted the great power of a tool in effecting change in teachers.

About two years ago, the coordinator gave a seminar on multi-mode teaching to center school teachers and student teachers. He estimated that in one-third of the center school classrooms, teachers were using approaches covered in that seminar. Additionally, partly as a result of a workshop the coordinator gave for the county and partly as a result of student teachers being hired to teach in non-center schools, teachers in non-center schools were using multi-mode concepts.

Another knowledge transfer role of the coordinator was evident in his "mentor" relationships with cooperating teachers. He sometimes prodded teachers about their continuing education. Once center teachers were enrolled in graduate seminars, he often worked with them on seminar papers. For instance, one of the coordinator's brightest student teachers who was currently a teacher in the center's new school setting planned to do two seminar papers with Harper while he worked on a graduate degree at the River's Landing Campus.

Overall, the most common type of knowledge being communicated at the Western Teacher Center was craft knowledge. Twenty-one out of twenty-three pages of The Hat Rack, the joint Eastern and Western Teacher Center publication, were devoted to craft knowledge or a compilation of helpful hints "from seasoned teachers to beginners." The last two pages of the book contained a listing of resource books including Farmer's Almanac, The Mammoth Book of Word Games, and Teaching Without Tears. Bloom's Taxonomy seemed to be the only example of a traditional research-type book.

Similarly, the balance of craft knowledge in the Western Elementary Center's newsletter, The Catalyst was quite heavy. The editor invited teachers to share their ideas and techniques in The Catalyst. Seven of the ten pages of the first issue consisted of brief reports on successful techniques/activities from the center teachers. The eighth page, an announcement or "catch-all" page contained a list of three books recommended by center teachers: Elementary Science Experiments, 72 Ways To Have Fun With My Mind, and Comprehensive Joy (a series of reading games, etc.). The ninth page of The Catalyst contained a brief commentary by Harper on the effectiveness of Multi-Mode teaching strategies. "For information about Multi-Mode teaching contact Bob Harper or teachers in your building who have tried it." Finally, the last page was devoted to an announcement of the National Association of Teacher Educators' acceptance of a presentation by Hanburg elementary center teachers as well as a poem by a center school fifth grader.

2.5.7. Barriers: Current Hanburg Western Elementary Center Operations

There were very few barriers to the current operations of the Western Hanburg Elementary Center. The key barrier was an environmental one: it was a time of increasing fiscal stringency for both the county and the college of education.

Only one organizational-type barrier was present. This barrier, the time of day during which courses were scheduled, affected the enrollment of graduate courses and seminars given through the center.

The brief table below summarizes these factors.

Table 2-15 Barriers: Current Hanburg Western Elementary Center Operations

Item	Variable #	Institutional Effects
Fiscal stringency	46	Budget cutting leading to instability of funding
Course and seminar scheduling	Related to 28	Potential barrier to enrollment/support of teachers

2.5.8. Facilitators: Current Hanburg Western Elementary Center Operations

There were many more facilitators than barriers to the operations of the Western Elementary Center. Perhaps the most important facilitator was the presence of many strong formal and informal linkages between the county and the college of education. Additionally, the coordinator had developed a network of supporters in center as well as non-center schools in the county. This network consisted of former graduates of the center who were hired to teach in county schools as well as of teachers who participated in workshops given by the coordinator. These informal linkages heightened both perceptions of the center's benefits as well as county-wide support for the center.

Another facilitating factor came about as a result of the high environmental turbulence at the college of education. When Ann Huberman's line was removed from OFE and given to the early childhood/elementary department, there no longer was an Associate Director of OFE for Elementary Education. Instead a junior faculty member was to serve as part-time liaison to OFE, thus removing a layer of bureaucracy at OFE and facilitating direct interaction between the OFE director and the coordinator.

There was also a strong perception of benefits both on the part of the county and on the part of the college of education. This perception of benefits on the part of both organizations led to administrative support and institutional priority for the centers.

Also contributing to support of the centers was stability of key personnel at the county and at the college of education. Turning to the center, Harper had served as coordinator since 1970 and had developed strong networks of county and college of education contacts over the years, which led to a history of collaboration between coordinator and teachers as well as between the county and the college.

As in the early days of the Hanburg center, domain consensus continued. Due to the small county budget for staff development, there was no conflict over the increasing in-service focus of the Hanburg centers.

A number of characteristics of the coordinator facilitated the operations of the center. Very significant was the strong homophily between the coordinator and county teachers. (Harper had been a county teacher himself prior to serving as coordinator.) This homophily as well as the ideology of the coordinator facilitated the teacher centrality of the center and the strong teacher support for the center. These characteristics also reinforced the coordinator's responsiveness to county teachers which also contributed to the maintenance and growth of the center as well as to the variety of center activities.

The organizational characteristic of loose coupling or weak linkages to the county and college of education facilitated the coordinator's autonomy and allowed for his responsiveness to teacher needs. The support of the OFE director also strengthened the coordinator's effectiveness and ability to respond to the concerns of Hanburg teachers.

Finally, the change toward a heavier weighting of in-service objectives (goal change) of the center reflected increased responsiveness to county needs and flexibility in college of education collaboration with the county. Accompanying this change toward more of an in-service focus was a concomitant broadening of the definition of in-service from its earlier concern with training student teacher supervisors to a new concern with meeting the professional development needs of center teachers. These changes broadened the range of center activities and strengthened teacher and county support for the center; the center assumed more activities central to teachers and, thus, added to the stability and longevity of the center.

Table 2-16 Facilitators : Current Hanburg Western Elementary Center Operations

Item	Variable #	Institutional Effect
Characteristics of Organization		
Strong formal and informal linkages	1 and 2	Awareness of needs of participating organizations; Perception of benefits; Continuation of support.
Change in role of elementary liaison	Related to 6	
Perception of benefits	17 and 20	Contribution to commitment of participating organizations.

Table 2-16 Facilitators. . . (continued)

Item	Variable #	Institutional Effect
Stability of key personnel		Continuation of support through a sense of pride and ownership in the center.
History of collaboration	15	Development of trust and respect; Contribution to stability/growth of IOA.
Domain consensus	9	Agreement on appropriate role of university; Aids in the support and maintenance of interorganizational arrangement.
Characteristics of Coordinator and Center		
Homophily	20	Continuation of support for the IOA; Understanding of others' needs.
Responsiveness of coordinator	27	Contributes to maintenance/ growth of IOA; Supports variety of objectives and variety of activities.
Loose coupling	24	Aids in flexibility of coordinator; Contributes to autonomy of coordinator.
Variety of objectives and activities	32 and 33	Contributes to the stability of the IOA.
Ideology of Coordinator	18	Contributes to teacher centrality of center and to the variety of objectives/ activities.
Goal Changes	42	Contributes to the stability of the IOA.
Support of IOA Leader (OFE)	29	Contributes to effectiveness of coordinator.

3. OUTCOMES

3.1. OUTCOMES FOR THE OFFICE OF FIELD EXPERIENCES

3.1.1. Individual-level Outcomes

Increments in individual status or power. This study did not focus directly on this type of increment. However, data from focussed discussions revealed some power enhancement through linking school districts with the university, especially where a coordinator was the primary linkage between the two organizations. Boundary role personnel (coordinators and IOA staff) provided clear evidence of an increase in the number of personal linkages (contacts) which, in turn, aided their effectiveness.

Increments in individual capacity. Coordinators felt that they were in a good position to acquire and transmit craft knowledge. They exhibited a great respect for schools and schools people. Additionally, they displayed a realization of a shift in weighting from primarily a pre-service orientation to a heavier emphasis on an in-service orientation. In terms of personal and professional growth coordinators received support through informal exchange of ideas through staff meetings.

Individual costs or negative outcomes. Certainly there was some stress experienced by coordinators engendered by dual organizational memberships. However, some coordinators seemed able to cope with this stress well. Likewise, some coordinators were better able to cope with the ambiguity and autonomy inherent in their roles. Contrastingly, one of the factors contributing to a coordinator's resignation was the lack of a clear-cut, orderly role.

3.1.2. Organization-level Outcomes

Increments in organizational power or status. At the university level, there was definitely a decrease in the power and status of the departments vis-a-vis OFE. This was counter-balanced, however, by the interorganizational arrangement's provision and enhancement of field support. Through serving as the linking unit between the field and the college of education, OFE increased its power and status.

At the school building level, there was some evidence at the Hanburg site that teachers received enhancement through recognition of teachers as professionals. Additionally, the IOA seemed to provide status enhancement for center schools.

At the county level, data was only available in Cardon County. There the status of the county was enhanced through recognition of a rural county through the university connection: the IOA brought the county "into the mainstream of what is going on in education."

Interorganizational linkage. These outcomes, changes in the patterns of interorganizational linkages, were quite evident. There was less direct departmental linkage with the school systems as a result of the IOA. In fact, the IOA provided the college of education with a centralized, regularized structure for access to field settings and allowed the departments to concentrate on their teaching and research missions.

School districts, too, received a structure for access. Here, the direct linkage to the university aided in the recruitment and selection of new teachers and in the provision of needed in-service. The IOA in one site, Cardon County, even resulted in outcomes for the general community in the form of increased linkages with parent volunteers for the school system. Finally, in the Hanburg site there were increased linkages among center schools and especially among eastern county and western county elementary schools.

There were also increased linkages among district members of OFE due to contacts among coordinators. For instance, during 1980-81 there were teacher visitations between the Bettner and Hanburg districts.

Institutional capacity. Examining the college level, an important outcome of the IOA for the university was the provision of stability and relative continuity. The IOA provided increased outreach opportunities for the college as well as a centralized supervisory structure for the college's student teachers. Finally, the IOA was an excellent mechanism for collecting and transmitting county feedback on the educational program of the college.

IOA outcomes were evident in theprovision of new personnel and other resources (materials, laminating, videotape equipment) for schools and, particularly, in the enhancement of teacher recruitment and selection. There was also, according to coordinators, an expansion of teacher repertoire and, in one setting development of a support system for teachers and ideas.

Moving to financial outcomes, the college received locales for teacher training as a part of a formal exchange and, also the provision of field space for university courses, workshops, and supervision. The school districts received additional fiscal resources in such forms as graduate assistant salary equipment, conference fees and professional memberships for teachers.

There were also changes in institutional climate as a result of the IOA. In at least one school district, a key district person reported an enhancement of the district perspective through scholarly knowledge and an "internalization of a scholarly perspective." And in another school district, several teachers and the coordinator reported a change in the school building climate as a result of the center. There was a "shift in the production norm to a more intellectual level, a sharing climate, and a greater freedom to talk about ideas and dissent."

Capacity changes occurred in three main areas: knowledge acquisition capacity, institutional problem-solving, and capacity to compete. At the university, there was increased knowledge about field needs and an increased advantage in field placements through the IOA. At district levels, very strong capacity changes were evident. There was immediate access to information through the coordinators. In at least two district settings, there was support for teachers doing research and continuing their education, with an emphasis on one-to-one support in the Hanburg district and group support (a research network) in the Cardon district.

A major capacity enhancer at the district level was the provision through the IOA of additional personnel, knowledge, and material resources. The IOA enhanced district awareness of resource acquisition opportunities - an awareness which aided district

or teacher problem solving. depending upon the district and the pattern of linkages of the specific IOA. The IOA even contributed to a capacity increase in the community sector in one setting where a center provided a workshop for parent volunteers.

In terms of capacity to compete, the IOA helped school districts in selecting and recruiting the best new teachers and facilitated centralized recruitment on-site. The IOA also helped the college of education through an increase in recruitment for graduate courses and off-campus programs, provision of a field-based locus for graduate courses and provision of feedback from schools people.

Institutional practice improvement. Outcomes in the practice improvement area were limited due to the constraints of this study which did not involve classroom observation or access to large numbers of Eastern State teachers. The data did reveal approximately eight examples which could contribute to practice improvement through the IOA:

- increase in intervisitations among schools
- attendance at courses, workshops
- provision of consultants
- "more competent cooperating teachers" (Huberman study and coordinator, district personnel observations)
- provision of professional membership fees and conference fees
- increase in teachers concern with ideas and techniques
- provision of newsletters with craft and technical knowledge
- provision of feedback for the college of education curriculum and proposed changes

There were some interesting variations in practice improvement outcomes across sites. Focussed discussions with Cardon County teachers and observations at the center there revealed heavy teacher usage of the center in terms of materials and equipment and little usage of the center in terms of individual teacher problem solution efforts. There was also no evidence of increased conversations about ideas and techniques among teachers who did not supervise student teachers. Teachers in the Cardon County IOA primarily viewed the center as a place to laminate

or acquire materials and to help with student teachers. Further, teachers in the schools which had just rotated into IOA membership had little idea about the range of benefits. Explanation of these findings probably could be found in the young age of this particular IOA as well as its environmental setting, which rewarded the service of district-wide rather than individual teacher needs.

Institutionalization. Viewing the three IOA patterns of institutionalization in Table 3-1 reveals that the OFE level exhibited the greatest degree of institutionalization and stability. This level consisted of five separate interorganizational arrangements linked by monthly meetings of representatives. The arrangements themselves involved a multiplexity of linkages. In the financial area, a stable sum, the same amount in recent years, was allocated to the OFE level. In terms of core function, OFE placed and supervised student teachers in the field. Contributing also to its stability was its relation to needed outreach programs and grass roots support vital to a university in these times of declining fiscal support. In its more than fourteen-year history, OFE has survived "bloodshed" over its first director's power struggles with the college of education's departments, numerous acting directors of OFE and numerous deans of the college of education. Again faced with a turbulent college of education environment, OFE (with no budget increases for inflation) and the college were meeting yet another challenge at the close of this study.

The Cardon County and Hanburg County IOAs exhibited slightly differing patterns of institutionalization. In terms of core function, the Cardon County IOA was considered more core to the district organization while the Hanburg County IOA was considered more core to the schools' organizations. Usage patterns varied in the same manner: Cardon County administrators both in number and intensity utilized the center more than their Hanburg County counterparts.

Focussing on institutional competition, the Hanburg County centers faced no similar competition. However, Cardon County had limited competition in the problem-solving arena from a federal

Table 3-1 Degree of Institutionalization: Eastern State Site

	Teacher Center Cardon	Teacher Center Hanburg	University Field Unit OFE
Supporting Conditions			
Considered a core function			
• within local schools	weak	partly present	partly present
• within the college/university department or faculty	partly present	partly present	partly present
Used on a regular or daily basis	partly present	partly present	present
Provides benefits/payoffs to:			
• school administrators	present	partly present	partly present
• teachers	partly present	present	present
• university staff	partly present	partly present	partly present
• Teacher Center staff	present	present	present
Outperforms or eliminates competing practices	partly present	present	d.k.
Receives support from:			
• district administrators	present	present	present
• school building admins.	present	present	present
• college/university admins. and deans	present	present	partly present (turbulent adm)
• state-level administrators	partly present	partly present	partly present
Passage Completion			
Achieves stable funding source	partly present	partly present	partly present
Functions performed are certified by:			
• school authorities	present	present	present
• college/university auths.	present	present	present
Supply and maintenance provided for	* present	present	present
Organizational status is formally established in regulations			
• within school district	present*	present	present
• within university	present*	present	present
Cycle Survival			
Survives annual budget cycles	present	present	present
Not weakened by departure or introduction of new staff	present	partly present	partly present
Achieves widespread use			
• in school district	present	present	present
• in department, faculty of university/college	partly present	partly present	partly present
• in State	d.k.	d.k.	partly present

*formal governance document exists
d.k. = don't know

project staffed by some teachers at a school near the center. The Cardon County center did outclass this competition in the range and continuity of services it offered as well as the talents of its coordinators in identifying and meeting county needs.

Both sites were incorporated as separate items in their districts' yearly budget cycles. Both have survived district budget cuts which eliminated such items as driver education from district budgets. And both had firm and clear agreements between the university and district regarding specific fiscal exchanges. Additionally and very significantly, Cardon County had a detailed formal governance document signed by both district and university officials. This document also allowed for a one-year notification period prior to the dissolution of the agreement - a provision helpful to the stability of the arrangement.

There was an additional and interesting cross-site difference on the criterion of survival of new staff. The OFE, Cardon County site and several Hanburg sites survived, at the least, several different leaders. However, one Hanburg site had a coordinator who reported that if he and the secretary departed, the center would no longer exist.

Turning to usage patterns, there was clear evidence regarding widespread usage in school districts. Widespread usage in terms of student teacher placement and supervision functions also existed in college of education departments. However, in the knowledge acquisition area, faculty reported little evidence of acquisition and incorporation of new or craft knowledge generated in the field.* Rather, their primary usage of knowledge from the field was that related to feedback on methods courses or new curriculum such as a revised special education curriculum. Toward the close of the study there was an indication of a routinization of OFE's feedback role in curriculum development at the elementary education level.

---

*There was evidence of the incorporation of "Multi-Mode" techniques in a graduate methods training course and in a faculty publication.

There were several additional indications of routinization and institutionalization which were not reported on the institutionalization table. All the Hanburg teacher centers had regularly published newsletters which were distributed to teacher, OFE staff, and some county administrators. Every teacher center in Cardon and Hanburg Counties had one formal involvement (advisory council, operating committee or policy board) with regular meetings and regular membership consisting of representatives of participating organizations.*

Integration in school activities in Cardon County provided evidence of routinization of IOA operations. Furthermore, in Cardon County, integration of the coordinator in district activities enlarged the focus of the IOA. Recently the coordinator reported to an OFE meeting that as a result of her work in bridging, the county had asked her to handle student orientation matters in the fall.

Finally, the rotation policy provided strong indications of institutionalization at both the OFE and county levels. The rationale behind rotation of school memberships in the IOAs was basically two-pronged: Rotation of schools allowed new schools to partake of the IOAs' benefits and allowed past school members a respite from the responsibilities of student teacher supervision. In each setting, the county or schools seemed to initiate discussion of rotation.** And in each setting, enough benefits accrued to the university - stability of the arrangement; provision of new candidates for graduate courses; enlargement of the structure for access - that OFE agreed to regular rotation of school memberships. Thus, this routine movement in and out of center membership served to help ensure continuity of the IOAs by the infusion of new members which contributed to maintaining the balance of benefits among participating organizations in the IOAs.

*Schedules of meeting, type of members, and role of members varied within and across sites.

**Each county differed slightly in terms of balance toward one or the other rationale. For instance, in Hanburg County the rotation idea took on political overtones. Several more rural schools in less wealthy areas vociferously asked for membership in the IOA. See the rotation serial.

3.2. OUTCOMES FOR THE CARDON COUNTY CENTER

3.2.1. Individual Level Outcomes

Increments in individual status or power. There seemed to be an increased sense of professionalism among teachers related to the center. More dramatic than this increase was the increase in status reported by a county administrator as a result of her connection with the college of education.

In the area of linkages, a number of outcomes were evident. Student teachers experienced increases in linkages to practitioners as well as to peers at the building level. (These linkages were especially important because they gave them access to more than one model.) The coordinator reported many linkages to county and state educators. And county personnel who already had linkages to the college reported that these linkages were strengthened and routinized through the center.

Increments in individual capacity. As a result of the center, individual teachers had access to consultants, intervisitations, conferences, professional memberships, courses on-site, a research network, materials (including an extensive library and equipment, especially laminating equipment). Individual teacher informants most often reported use of the laminating equipment as an important center benefit for themselves.

Individual cooperating teachers had the opportunity to observe new practices and pick up new ideas through the presence of student teachers demonstrating skills acquired at the college and through work with the coordinator. A county administrator characterized the effect of the student teacher presence on Cardon teachers as "a coaxing up, teachers have to be on top of everything."

Student teachers, of course, had access to the same items listed above. Additionally, they benefitted from having the coordinator as an on-site supervisor and facilitator. The center allowed them to be exposed to a greater number of

problem-solving models. Additionally, the center's homework and parent volunteer programs provided them with enhanced skills and experiences related to homework problems and parent conferencing.

County administrators evidenced large increments in their problem-solving and practice improvement capacities. Through regular exchange of information with college of education representatives at policy board meetings and through frequent contact with the coordinator, both county and college people were made aware of the others needs and problems and of the information or sources of information necessary to problem-solving.

In terms of individual faculty members at the college of education, the presence of the center allowed them to concentrate on their individual teaching/research missions while OFE and the center handled relations with the field.

Individual costs or negative outcomes. The ambiguity inherent in the coordinator role as well as the range of coordinator activities (pre-service, in-service, and special programs) could have led to a great deal of stress and "role overload" for the coordinator. Instead, the potential for stress and overload was decreased by the support of both the OFE director and key county personnel.

There was almost no evidence of negative outcomes. The only negative reports were the problem of teacher time and energy needed for participation on the operations committee and the problem of the center utilizing middle school space which could have been used for a school classroom. Both of these reports were counterbalanced by the informant noting that the benefits of the center and the satisfaction of participating in the center outweighed these costs. (Note that rotating school membership results in a sharing of these possible burdens.)

3.2.2. Organizational Level Outcomes

Increments in organizational power or status. The county organization reported the greatest increase in power and status as a result of the center. An administrator noted that the university connection brought the rural Cardon County, "into the mainstream of what is going on in education."

At the college of education level, departments lost the power to be the direct link to student teacher supervision in the field but gained more time to devote to their primary missions. OFE, of course, gained power through providing services to the department, linking departments with field sites and providing a structure for access to Cardon County.

Increments in interorganizational linkage. The center provided county schools and the county administrations with routine and regular linkages to the college of education and its departments. Through teacher and/or principal membership on the center's operations committee and policy board, Cardon schools also increased linkages among the schools themselves. (These increased contacts were quite evident in the bridging serial.)

The center also brought about increased linkages between the community and its schools. Both the homework center and the parent volunteer program strengthened linkages between the center and the community groups as well as between parents, schools, and Parent-Teacher Associations.

The university, too, acquired a regular structure of access to Cardon County through the presence of the center. This became quite important in terms of strengthening linkages for outreach programs and research activities.

Increments in institutional capacity. In the area of increases in financial capacity, the existence of the Cardon IOA provided additional fiscal resources for the county schools in terms of the presence of a coordinator who contributed to district problem-solving and in terms of equipment, materials, and substitute days. The college organization also benefitted

financially from the Cardon arrangement: it received space for teacher training on-site and for county-based courses as a part of the formal exchange.

Viewing increases in knowledge acquisition capacity, both the county and college benefitted from the presence of the Cardon center. The schools and the district administration had immediate access to information or referrals to sources of information through the presence of the coordinator. Schools also received support for teachers engaged in research; the center coordinator had initiated a research network to "provide support for county teachers involved in graduate education and research." Here, the types of knowledge acquired through the center were primarily technical expertise, professional development information, and problem-solving information (e.g. identification of a resource person, usually a faculty member) to solve a particular county-identified problem.

On the college of education side, the center with its linkages to county and school organizations allowed the college through OFE to garner knowledge about field needs and to acquire feedback on changes in academic field-related programs.

Focussing on institutional problem-solving, the center provided support for building level in-service and for students of center schools with homework problems. Most significantly, as a result of the coordinator's efforts, the county moved forward in solving problems related to the transitions among different level schools. The county also received support for local-based future educators through the center's future education group, an important outcome in view of the county's desire to hire Cardon residents to teach in the county's schools.

The center also provided problem-solving support for the college of education. It served to expedite faculty/student

research in terms of relations with the county. One college of education faculty member related how the Cardon coordinator almost miraculously acquired, in a short period of time, a number of letters from school and county personnel in support of a college of education research proposal. The center also was effective in facilitating feedback on college of education teacher training programs.

Also aiding both the county and the college of education's capacity to compete, the center provided a supply of potential teachers for Cardon schools on-site as well as a supply of potential enrollees in graduate courses. One center principal confided that one of her teachers was leaving; the principal planned to observe a student teacher - a potential replacement - who was recommended to her by another center principal.

Increments in institutional practice improvement. In this category the most obvious increments occurred in practice improvement related to bridging issues. There was also evidence of increased participation in conferences and meetings and indirect reports of increased cooperating teacher competency as a result of the center's activities and resources. Tables 3-2 and 3-3 list and provide an overview of individual level and organizational outcomes related to the Cardon County center.

Table 3-2 Individual-Level Outcomes for Eastern Site: University

	LOCUS	
OUTCOME TYPE	University Staff	10A Staff
1. Shifts in status, power	Role/status change for faculty: from direct supervision of student teachers in field to center supervision	Power enhancement through linking district with university
2. Changes in linkage, networking	Access to field people through university field unit	Increase in number of personal linkages
3. Personal and Professional Maintenance and Growth	Receive feedback about what's going on in field through field unit and students in classes	Support through regular staff meetin exchange of ideas
4. Financial Maintenance	N/A	N/A
5. Changes in goals, objectives	N/A	Change from a pre-service focus toward an in-service focus
6. Capacity Changes Knowledge Acquisition Changes	Lack of new knowledge incorporation by faculty	Ability to acquire craft knowledge
Problem-Solving Capacity	Support through coordinator handling field placement problems	
7. Practice Improvements	Provision of local training facility Provision of facilitation for research projects Provision of feedback on methods courses	n.a.
8. Attitude and Value Changes	Respect for schools, people	Respect for schools, people

Table 3-2 (continued) Individual-Level Outcomes for Eastern Site: Cardon County

Outcome Type (Locus)	Teachers	Student Teachers	Teacher Center Staff
1. Shifts in status, power	social recognition by college and peers sense of professionalism	n.a.	influence with local administrators perception of increased local integration
2. Changes in linkage, networking	n.a.	increase in linkages to practitioners increase in linkages to peers at the building level	increase in linkages to county and state educators
3. Personal and professional maintenance and growth	source for professional on-site in-service pursuit of further educational training	maintenance of esprit d'corps access to more than one model	concern with county needs (staff development, bridging other)
4. Financial maintenance and growth	meet in-service requirements	inside track for placement	n.a.
5. Changes in goals, objectives	increased motivation to do graduate work	n.a.	awareness of complexity of change/innovation
6. Capacity changes Knowledge Acquisition Capacity	Access to consultants Access to Intervisitations Access to conferences and professional memberships "Experience of Mind-Opening" Access to free courses on-site Access to other training opportunities on campus and on-site Access to Research Network Access to center library	Access to library, seminars, county staff development	Access to resources Access to local teachers and administrators Access to other University expertise Access to other Teacher Center coordinators
Problem-Solving Capacity	Awareness/participation in solution to bridging problems Access to materials and equipment	Development of classroom teaching skills Provision of rural teaching experience Exposure to a greater number of problem-solving models	Ability to interpret county' needs and serve as link to possible solutions
7. Practice improvement	Enrich instructional materials, curriculum Changes in classroom behaviors due to presence of student teachers	Enhancement of homework problem and parent interaction skills	n.a.
8. Stockpiling	Building stock of mat'ls	Building stock of mat'ls	n.a.
9. Attitude and Value Changes	Catalytic effect on teacher attitudes through student teacher presence. "a coxing up, teachers have to be on top of everything"	n.a.	n.a.

Table 3-3 Organization-Level Outcomes for Eastern Site: Cardon County

Outcome Type	School Building	County Offices	Community	University/College Level		
				Department	College	Field Unit
Shifts in Status and Power	Recognition of teachers as professionals	Recognition of rural county through university connection... "brings into mainstream of what is going on in education"	n.a.	Change in status/ power due to Center providing supervisory link	provision/ enhancement of field support	power through linkage of departments with field sites
Linkage	Structure for access: direct linkages to university through Center and through teachers on operating committee; also linkages among Center schools	Structure for access: direct linkages to the university through Center and representatives on Policy Board Formal system of exchange: governance document	increased links with parent volunteers	Less direct linkage to school systems Structure for Access through representation on field unit and Advisory Boards	Structure for access: provision of formal linkages to field settings	Structure for access: direct linkage to field settings
Organizational Maintenance and Growth	Provision of new personnel and other personnel resources Provision of material resources	Enhancement of teacher selection and recruitment Stability in university-district relationship Provision of material and personnel resources	n.a.	Structure for field supervision of student teachers Feedback on methods courses	stability in university-district relationships	Continuity in university-district relationships increase in outreach opportunities (off campus programs)
Financial Maintenance and Growth		Provision of additional fiscal (graduate assistant salary, equipment, conference fees, substitute money) resources	n.a.		provision of no-cost field sites for teacher training as part of formal exchange Provision of field space for university courses and supervision Provision of additional enrollment for graduate courses	Stability in financial situation (no growth)
Changes in Goals and Objectives	Increased demands for materials (laminating)	Greater complementarity of staff development Integration with university resources	n.a.	Growth in off-campus offerings	Furthering "outreach" mission	Concern with meeting the needs of field sites Concern with increased in-service focus for district

Changes in Institutional Climate		Enhancement of perspective through university knowledge Internalization of a scholarly perspective	n.a.	Tolerance of field unit	n.a.	n.a.
Capacity Changes Knowledge Acquisition Capacity	Immediate access to information through Coord. Support for teachers doing research (Research Network) Provision of additional personnel, knowledge and material resources	Large capacity increment via access to Center and university resources Increased awareness of resource acquisition opportunities	Provision of workshop for parent volunteers			Increased knowledge of field needs
Institutional Problem-Solving	Support for building level in-service Provision of homework center resource	Addition of resources for staff development Improvement in dealing with bridging problem issues	Support for future educators Support for parent involvement in schools Support for children with homework problems	Provision of locales for support needs in counties Feedback from field re: curriculum	Provision of field setting for faculty/student research Feedback from field re: programs Provision of controlled field experiences for teachers in training	Advantage in field placements
Capacity To Compete		Ability to recruit potential teachers on-site	n.a.	n.a.	Increase in off-campus programs, aid in recruitment provision of a locus for off campus programs	Maintenance of field ties
Institutional Practice Improvement	Increased intervisitations among schools Increased participation in conferences Provision of courses, workshops, consultants More competent cooperating teachers	More offerings for local in-service Access to current knowledge	n.a.	n.a.	n.a.	n.a.

3.3. OUTCOMES FOR THE WESTERN HANBURG COUNTY ELEMENTARY CENTER

3.3.1. Individual Level Outcomes

Increments in status or power. There were strong increases evident in center teachers' sense of comradeship and professionalism. There were also strong improvements in teachers' sense of professionalism with the center's recognition of craft or practice-generated knowledge.

The coordinator also increased in status and power due to his influence with teachers and his serving as a link between county and college personnel. He reported many linkages and network memberships including the presidency of the Eastern State Association of Teacher Educators.

As a result of the center, student teachers had increased linkages to practitioners and to peers at the building level; they had access to more than one model and acquired an esprit de corps. There was also increased links among teachers in center schools resulting in more teacher exchange of ideas.

Increments in individual capacity. Teachers reported strong increases in personal and professional growth. The coordinator and assistant coordinator stimulated their interest in graduate study and provided support for their ideas. The coordinator also allowed for a catharsis in teacher-teacher or teacher-administrator conflict situations.

Focussing on increased access, the center provided individual teachers access to a professional friend, professional memberships, conferences, training opportunities, library and other materials, courses and workshops on-site, and inter-visitations.

Individual teachers also reported that they were on their best behavior in the classroom due to the presence of a student teacher. One teacher reported that after several years of teaching he experienced lethargy and boredom until he was assigned a student teacher. Also, the coordinator noted changes in classroom teaching techniques in both center and non-center schools as a result of center seminars, workshops, and consultants. (see also Multi-Mode Methods serial.)

Student teachers also had access to the items listed above, all of which increased their knowledge acquisition and problem-solving capacities. Additionally, student teachers had exposure through the center to a greater number of problem-solving models which facilitated their development of classroom teaching skills.

At the college of education, faculty received a structure for access to the field and a mechanism for control of student teaching which increased their capacity to pursue their own professional missions.

Individual costs or negative outcomes. There was a potential for stress related to the ambiguity of working for two distinct organizations and to the possible role overload of coordinating the range of center activities (pre-service, in-service, and other programs). The "incredible" support of the OFE director and county personnel seemed to mitigate the potential for coordinator stress-related problems. In fact the coordinator seemed to enjoy the role ambiguity which allowed him creativity in carrying out center activities.

No evidence was available in terms of negative outcomes. The only question in this category might have been whether a focus of energy on the multi-mode approach outweighed a focus of energy on a wider range of approaches and resources. Yet each of the five groups of centers in this study had its own distinctive flavor, colored by the setting of the district IOA and the personality/ideology of the coordinator.

3.3.2. Organizational Level Outcomes

Increments in organizational power and status. At the school building level there was a definite increase in status and power for a school. (The rotation serial in Hanburg County provided evidence of school desires to become center members and of schools equating center membership with increased status.)

At the college of education, the departments, of course, lost power and status in terms of direct links to Hanburg County. However they gained in terms of a formal link to the county - a structure for access - through OFE. OFE, in turn, gained power and status by providing services to the departments which allowed them to pursue their traditional interests.

Increments in interorganizational linkage. Both the county and the college of education benefitted from the formal and stable linkages between their two organizations. Additionally, the center brought about increased linkages and interactions among the schools in the western part of Hanburg County.

Increments in institutional capacity. There were changes in the institutional climate of the schools as a result of the center. Informants noted that there was a "shift in the production norm to a more intellectual level," a "sharing climate," and "a greater freedom to talk about ideas and dissent."

In the area of knowledge acquisition capacity, there were increases both in the Hanburg classrooms and in at least two college of education classrooms. The Hanburg schools had immediate access to information or information sources (including consultants) through the on-site coordinator and assistant coordinator; they received center newsletters giving recognition to craft knowledge generated in Hanburg classrooms; they had access to additional library and other materials; and they also had access to a coordinator who was neither administrator nor teacher and could facilitate sensitive individual problem-solving. All of these center/coordinator services added a large capacity increment to the county.

These services were in addition to the center's original and continuing purpose of providing "a window on talent" for the county. At midyear of 1979-1980, seven of the sixteen Hanburg teacher vacancies were filled by graduates of the three centers. Twenty percent (34 percent of the total population of Hanburg centers' graduates) had been hired by the

county. Many of these 347 held important leadership positions ranging from team leader to vice-principals and PTA presidents. Ninety of these 347 were trained by the Western Hanburg coordinator.

The college of education, in addition to having a structure for access to Hanburg schools and for provision of feedback on academic programs, also received craft knowledge via the coordinator which was incorporated in a faculty member's methods course and publication. Additionally, the coordinator transmitted his craft knowledge to a college of education course which he taught at the River's Landing Campus as well as to student teachers.

Additionally the center enhanced schools' problem-solving capacities. For instance, a principal might ask the coordinator to help with a teacher the principal couldn't reach. Or a teacher would come with an individual problem such as boredom and the coordinator would stimulate the teacher's interest with a new technique that worked.

Finally, the center increased both thecounty and the college of education's capacity to compete. As noted earlier, the center aided in the county's recruitment and selection of new teachers on site. And the center provided the college of education with a population of teachers for possible enrollment in graduate courses.

Institutional practice improvement. The multi-mode methods serial provided strong evidence of widespread practice improvement in county classrooms as a result of the center (see multi-mode methods serial). There also was increased concern with ideas and techniques among both student teachers and teachers. Additionally, the center complemented the county's own staff development plans and offered workshops and seminars geared to teachers' needs.

At the college of education, the incorporation of craft knowledge from the Western Hanburg center contributed to university practice improvement and illustrated a rather rare two-way exchange of knowledge between the college of education and Hanburg county classrooms.

Tables 3-4 and 3-5 list and provide an overview of Western Hanburg Elementary Teacher Center outcomes.

3.3.3. Western Hanburg Teacher Center and Cardon Teacher Center Outcomes

It is difficult to compare outcomes between two district level IOAs, each of which was set in a unique environmental and historical niche and each of which had a coordinator with a unique personality, ideology, and style.

Yet certain outcomes were quite similar and stemmed from the basic elements of a teacher center. These basic elements - a structure for access to the participating organizations, an on-site coordinator for building level supervision of student teachers, and an on-site coordinator for provision of in-service opportunities - accounted for increased county and college of education's resource acquisition opportunities, increased exchange of information and increased knowledge acquisition which aided in institutional problem-solving, and an increased range of activities and in-service opportunities.

Beyond these shared root outcomes of the two centers were branch outcomes shaped by the particular setting and the particular coordinator of a center. The shape of branch outcomes from the relatively recent Cardon center was heavily district-level oriented whereas the shape of branch outcomes from the Western Hanburg center was heavily individual-teacher level oriented. In both cases, the coloration and magnitude of outcomes was strong; the outcomes represented more than the exchange of fiscal and other resources between the county and college of education organizations would have indicated.

Tabl 3-4 Individual-Level Outcomes for Eastern Site: Hanburg

OUTCOME TYPE	LOCUS: Teachers	Student Teachers	Teacher Center Staff
1. Shifts in status, power	Social Recognition by College and Peers Sense of professionalism Sense of comradeship Recognition of craft or practice-general knowledge	N/A	Influence with local teachers perception of integration with local schools power through structural linkage between university and district
2. Changes in linkage, networking	More teacher exchange of ideas in-building	Increase in linkages to practitioners Increase in linkages to peers at the building level	Increase in linkages to county and state educators
3. Personal and professional maintenance and growth	Support for Graduate Study Source for professional on-site in-service stimulation of desire to change practice support for ideas Catharsis for conflicts with other teachers or administrators	Maintenance of esprit d' corps Access to more than one model	Concern with teacher needs and stimulation
4. Financial Maintenance and growth	Meet in-service requirements	Inside track for placement	N/A
5. Changes in goals, objectives	Increased motivation to do graduate work	N/A	Change in philosophy of pre-service education
6. Capacity Changes Knowledge Acquisition Capacity	Access to conferences and professional memberships to training opportunities on campus and on-site Access to center library and materials Access to free courses in site Access to intervisitation support for future graduate training	Access to Library, seminars, center activities	Access to resources Access to local teachers and admin. to state administrators Access to other University expertise Access to other T.C. coordinators in state.
Problem-Solving Capacity	Access to resources and coordinator for problem solving on-site	Development of classroom teaching skills Exposure to a greater number of problem-solving models	Ability to interpret teachers' need and serve as catalyst for solutions
7. Practice Improvement	Enrich instructional material, curricula Changes in classroom behavior due to presence of student teacher Changes in classroom behavior due to seminars of coordinator	Enhancement of skills through methods training of coordinator	N/A
8. Stockpiling	Building stock of materials Building stock of ideas	Building stock of materials Building stock of ideas	Building stock of materials, ideas, techniques
9. Attitude and Value changes	Catalytic effect on teacher attitudes through student teacher presence and coordinator presence	N/A	N/A

Table 3-5 Organization-Level Outcomes for Eastern Site: Hanburg County

Table 3-5 Organization-Level Outcomes For Eastern Site: Hanburg County

Outcome Type	School and Community		
	School Building	County Offices	Community
Shifts in Status and Power	Status enhancement as a Center school		
Linkage	Structure for access: linkage to the university through Center Linkage among Center schools	Structure for access: linkage to the university through Center	
Organizational Maintenance and Growth	Support system for teachers Collective sense of support for ideas Repertoire expanded	Enhancement of teacher selection and recruitment "window on the talent" Stability in university-district relationship	
Financial Maintenance and Growth		Provision of additional fiscal (graduate assistant salary, equipment, substitute money, conference fees) resources Economics of scale through collaboration of three Centers	
Changes in Institutional Climate	"Shift in production norm to a more intellectual level" Sharing climate Greater freedom to talk about ideas and dissent"		
Capacity Changes Knowledge Acquisition Capacity	Immediate access to information through the coordinator Provision of additional personnel, knowledge and material resources Support for teachers' graduate work and research Access to consultants	Large capacity increment via access to Center and university resources	
Institutional Problem-Solving	Support for building level in-service Provision of support for individual problem-solving Provision of Coordinator aid for teachers whom principals can't reach		
Capacity To Innovate	More competent cooperating teacher	Ability to recruit potential teacher's on-site	
Institutional Prestige Improvement	Increased concern with ideas and techniques Increased participation in conferences, visits Provision of workshops, consultants More competent cooperating teacher	More offerings for local in-service	
Stockpiling	Provision of a newsletter with craft and technical knowledge		

4. THE FUTURE

4.1. THE FUTURE OF THE CARDON COUNTY EDUCATION CENTER

Predictions regarding objectives for the Cardon County Education Center need to be viewed against the stark backdrop of fiscal stringency in Cardon County. As of the close of this study, the Cardon School District budget suffered severe cuts. There was some question concerning the long-range budgetary fate of the center. Given the history of stability and support for the center as well as the existence of a governance provision of one-year notice of intention to withdraw, the short-term existence of the center appeared less gloomy than it might have been.

Moving to more specific predictions, in late spring 1981, the coordinator provided a list of seven future activities:

1. Use of graduate students in outreach programs as supervisors of undergraduate student teachers, especially in reading;
2. Continue and develop work on specific issues of parent conferencing/bridging/mainstreaming;
3. Revise undergraduate program based on feedback from in-service teachers;
4. Move to consultancy role for parent coordinator to work more specifically on parent conferencing;
5. Move homework center to responsibility of recreation council and PTA with support from center;
6. Increase research productivity by working with network of graduate students and county staff; and
7. Continue working with school-based needs.

These activities seem to incorporate a realization of the severe financial situation with which Cardon County was faced. Moving the homework center to a recreation council and PTA setting would allow for continuation of a successful program with lightening of the center's fiscal burden. (The coordinator also predicted that she would ask for a graduate assistant to run them. However, funding for another assistant was not at all certain.) The role change for the parent volunteer coordinator also would point toward a lightening of fiscal burden and a

narrowing of scope for this office. Additionally, utilizing the graduate students in the on-site graduate courses for supervising student teachers would add to the stability of the center and increase and strengthen teacher linkages/support for the center.

The research prediction was also in line with the growing emphasis at the university on research - an emphasis which paralleled the new president's scientific bent as well as distinguished the college of education from other state teacher training institutes.

A final prediction not included on the coordinator's list but supplied earlier was the addition of two more elementary schools bringing the center's school membership to a total of eight. The coordinator's rationale for this prediction was that "this is part of our overall plan to get more teachers involved in pre-service"; this rationale also explained the prediction regarding the utilization of teachers in the outreach program for student teacher supervision.

In the long run, the center will have to turn its attention to increasing information flow to teachers and to developing support from individual teachers. If this very necessary swell of support is developed to complement the strong district personnel support, then the center of the future can better withstand the potential barriers of severe budget cuts. Becoming a core center for individual teachers as well as for district-wide projects will allow further institutionalization of the center.

4.2. THE FUTURE OF THE HANBURG COUNTY CENTER

Predictions regarding future activities for the Hanburg Western Elementary Teacher Center also need to be viewed against the backdrop of fiscal stringency in Hanburg County. As of the close of this study, the Hanburg School District budget was severely cut. Following meetings among the OFE director, county personnel (Les Jones and his boss), and the coordinators, the county funding for the secondary coordinator's salary was eliminated and a new model for the three Hanburg teacher centers was conceptualized.

The county would still provide the secondary center space and the half-time secretary slot which remained in the budget as well as its share of the two elementary center funds. The university (using its share of the funds formerly assigned to the secondary coordinator's salary) planned to hire a graduate assistant to supervise secondary student teachers. The graduate assistant was to report to the two coordinators, Harper and Roselli, whose centers were to become K-12 centers in their geographic regions. The assistant to Harper would retain her in-service responsibilities and would be shared by both Harper and Roselli. Thus, a slightly different model of teacher centers emerged from the OFE - school district negotiations in response to district budget cuts.

The conceptualization of this new Hanburg Teacher Center model was probably influenced by the successful Cardon County Teacher Center model which incorporated kindergarten through twelfth grade. Here was an example of an important strength of OFE: the IOA as a whole facilitated the exchange of information (and the concomitant awareness) of what worked (or did not work) in each district-level IOA.

Again, the strong support for county - college of education collaboration on the part of Hanburg teachers and administrators combined with the flexibility and responsiveness of the college of education to preserve a secondary component for teacher education in Hanburg County.

Predictions for the short term existence of the secondary center turned out to be less gloomy than they might have been.

Moving to more specific predictions for the Western Elementary Teacher Center, in late spring 1981, the coordinator provided a list of twelve future activities shown below:

1. Collect data (by student teachers) on teaching management strategies.
2. Introduce classroom teachers to the action research process.
3. Develop the "Catalyst" (newsletter), possibly in new directions.
4. Encourage teachers to write articles on teaching/curriculum.
5. Connect student teaching and possibly post student teaching internships with the campus study of generic teaching strategies.
6. Continue and add sophistication to the analysis of teaching strategies for student teachers and teachers.
7. Develop videotape models of specific teaching strategies.
8. Continue the spread of teaching/learning ideas to the system as a whole - through transferred teachers, hired student teachers, videotapes, interschool consulting, publishing, action research accepted by the county, teacher experts, "mining of craft knowledge," and involvement with the induction process.
9. Develop strategies for basing practice on theory; and for deriving theory from practice.
10. Explore further ways to improve teacher job satisfaction.
11. Examine ways to link the knowledge generated in the center to the improvement contracts between teachers and principals.
12. Look at "networking" university professional organizations, community and individuals for the defense and improvement of public education.

These predictions, of course, reflect the ideology of the coordinator as well as the growing emphasis on research and in-service activities in the IOA as a whole. Only three of the twelve predictions specifically focussed on student teachers. The coordinator supplied these predictions prior to the final conceptualization of the elementary center as a K-12 center. With the added member schools and added responsibilities, perhaps the list of future activities might have been different.

During the next few years in Hanburg County, the new model will be implemented against a background of fiscal constraint. However, the already existing linkages and history of positive collaboration between the Eastern and Western elementary centers will surely facilitate the implementation of the new model. Additionally, the complementarity between the styles of the Eastern and Western coordinators (one very organized and public relations-oriented and the other very charismatic) will probably contribute to the synergy of the new team approach. If the coordinators can generate the same degree of support from secondary teachers that they have generated from elementary teachers, the long term fate of the Hanburg centers will be more positive. Even if this degree of secondary teacher support is not achieved, incorporating the secondary component with the successful elementary components of the collaborative program will contribute to the stability of the centers. (Any lack of support from secondary members of the centers will be balanced by the strong support from elementary members.)

4.3. FUTURE OF THE IOA AS A WHOLE

Environment. In any discussion of the future, probable changes in the environment must be considered. It is clear that the next five years will be characterized by increasing fiscal stringency coupled with declining enrollments. At the school district level, these environmental characteristics will lead to increasingly severe budget cuts with repercussions for even the small amount of resources presently contributed to collaborative arrangements.

At the college of education level, the college was already beset with the major uncertainties of a merger of elementary and secondary departments and a somewhat temporary assistant provost for education appointed by the relatively new Eastern State president. The assistant provost for education, in a talk at a monthly OFE meeting, noted that education did not really seem to be a priority for the Eastern State president but that he interpreted the assistant provost role as making clear to the president the strength of the college of education and the way the college of education uniquely serves the citizens of Eastern State. He went on to say that one of the ways in which the college of education could hang on was to have strong grass roots support in the legislature and from the local school systems. That is why service to the school systems through the teacher centers and through the outreach programs was so important in the overall maintenance of the college of education as a college of Eastern State University. Additionally, the college of education had to find and define its uniqueness vis-a-vis the other teacher preparation programs at the state level. It is clear from these remarks that the college of education's environment was certainly turbulent and that the turbulence probably would not be diminished over the next several years. The one source of stability in this sea of turbulence, OFE with its stable leadership and effective relations with schools people, had a good chance of playing a pivotal role in the continuation of the college of education at Eastern State University.

Structure of OFE. The institutional structure of OFE will probably remain about the same over the next five years. The monthly meeting format, the decision-making modes, and the autonomy of coordinators have proved to be successful under Goldman's leadership, and will probably be continued. Looking at the pattern of OFE over the last twelve or so years revealed that some district IOAs died and others survived. During the present tenure of Goldman, there have been no major deaths. In fact, Goldman was instrumental in working on the professional development center concept which allowed for the continuation of Gantt County-college of education collaborative efforts following the demise of the Gantt centers. Based on this evidence of Goldman's skills in maintaining and creating collaborative programs in the face of fiscal stringency, it is probable that the OFE of 1985 will look much like the 1980 configuration with the exception of one or two centers and the possible addition of one or two new collaborative formats uniquely created to meet the needs of specific school districts.

A further prediction concerning the future institutional structure of OFE revolves around Goldman's recently acquired position as director of outreach programs. There is an interesting pattern involving dual roles. In the past, Goldman served as secondary coordinator for the professional development centers in Gantt County along with his role as OFE director until the coordinator role was stabilized and the workload had grown too great. Then Goldman asked the chair of the secondary education department to name a faculty member to take over this role. Similarly, Dean Flanigan asked Goldman to direct the beginnings of an access center. Once the center and the director's role were established, Goldman suggested that a professor be appointed to take on the full-time role of director of the access center. If this pattern holds true in the future and if the outreach programs grow, then a separate director of outreach programs might be appointed. An alternative and more probable scenario would be a decrease in the number of centers in OFE and a slight increase in outreach programs. In this scenario, Goldman would maintain both titles. No matter wnich scenario takes place,

the fiscal "crunch" at both the university and district locales will certainly affect future resource availability and, thus, future activities.

Resource changes. Resource changes are almost a certainty for the future. Even at the end of this study, school district and university personnel were expressing their commitment to the teacher center concept while noting, as did the Cardon assistant superintendent, that budget-wise "we're in a tough position now." The two local coordinators in this study as well as the OFE director were hopeful for stability in amount with no increases in inflation. Between the time of these informants' predictions and the time of writing these case studies, the fiscal pressures both at the school district and university level increased. Great uncertainty ensued. At the spring 1981 Cardon policy board meeting, OFE personnel reminded Cardon personnel during a discussion of the possibility of severe budget cuts, of the one-year provision in the governance document for notification of withdrawal from the center. Similarly in Hanburg, a coordinator wrote to the school district with justifications for the center's survival. The March 1981 predictions probably underestimated the extent of fiscal pressure within participating organizations. It seems clear that only those centers which serve and are perceived as serving core functions for the school districts will survive severe budget cuts at the district level.

Personnel changes. At the OFE office level there is no indication of personnel changes. The only coordinator changes are the reduction of two secondary teacher education center coordinator positions (in Hanburg and Arthur Counties) to less than full-time positions. The OFE director provided the following rationales for these cuts: budget necessity and declining pre-service enrollments. Also, the Hanburg secondary coordinator had submitted her resignation.

What will the effects of these reductions be? In one case the reduction, according to Goldman, may weaken the secondary component, but in the other case it may cause indirect strengthening through consolidation of centers and hiring a graduate assistant

to aid in student teacher supervision. (This observer predicted that the most likely school district for reduction or ending a center would be the Arthur School District where the district's commitment and contributions have declined in recent years.)

Additionally, the graduate assistant in Cardon County will probably leave the area upon completion of her Ph.D. with no major effect predicted. All in all, these predicted personnel changes are not major. Given the ambiguity of the boundary role positions and the increasing uncertainty of fiscal resourcing, it might not be surprising if several of the full-time coordinators moved to other positions during the next five years. Another possibility might be the consolidation of the two elementary centers in Hanburg County and/or the consolidation of one center and the secondary center into a K-12 center. This consolidation prediction is based upon two factors: the successful Cardon K-12 center and the merger of the elementary and secondary education departments at the college of education. (In fact, as of June 1981 this prediction proved correct. See discussion of the future of the Hanburg center.)

Activity changes. Predictions for activity changes at the OFE level began with the OFE director indicating more activities to spur research in cooperation with campus faculty due to the university push for research and a graduate emphasis at the college of education. Another prediction was for more "outside" speakers and more emphasis on development for OFE staff. The OFE director made these predictions with moderate confidence due to "the need to study our own programs systematically" and "the college push for faculty development plans." In the area of outreach, Goldman was very confident in his prediction of "more sharing activities, conferences including several departments and more on-campus activities for off-campus students." The rationale behind these predictions included the need for coalescing, informing each department of the successful strategies of the others, and facilitating an Eastern State college of education identity for off-campus students.

Predictions for activity changes at the two focal centers are treated separately. However, this observer predicts that

activity changes in Cardon County will probably spring from the coordinator's interpretation of district needs whereas activity changes in Hanburg County will reflect the university's emphasis on research and the coordinator's ideology regarding the blending of practice and theory.

Growth vs. reductions. There are several general predictions regarding growth, expansion, and/or cutting back. The first prediction which is made at the OFE and individual focal centers level is that rotation will expand the "range" in most centers. (See the discussion of the rotation serial.) Rather than opening new centers, rotation will allow for reaching a greater number of teachers and schools and for providing "new blood" to the centers. A second prediction by the OFE director is that outreach programs will grow in certain locations and new ones may start in one or two spots due to the "continued demand for these programs." Moving on to retrenchment, two centers, according to the OFE director, will be cut back to half-time equivalents. "In both cases, affiliation with other programs may provide redefinition of each center's identity." Again, this prediction was based upon budget problems and low secondary teacher training enrollments, as well as on one resignation.

Interorganizational dynamics. Future interorganizational dynamics will probably be overshadowed by the stringent fiscal environment. With this background of fiscal stringency, any interorganizational arrangement which would allow a participating organization to accrue benefits related to its core operations would be more likely to survive. Additionally, any interorganizational exchange of resources which would be viewed by participating organizations as delivering a great deal of benefit/service in return for a very small investment would be more likely to survive. Probably realizing this, Rob Goldman told his staff at the May 1980 OFE meeting, "I think the theme of the retreat (the annual OFE retreat) should be: expanded role functions of the teacher center...What are the changes in opportunities now? We need to analyze and examine new ideas." In response, the Cardon coordinator noted that "the counties

are feeling the crunch. What are the implications for our jobs and the whole school system? So if we get known as working with beginning teachers this might affect the focus of the county on the teacher education center." In other words, establishing a reputation for in-service activities not directly related to student teacher supervision in Cardon broadened county personnel expectations for the teacher centers and aided the center's stability. This dialogue indicated the type of bargaining which may be required in the future - a bargaining which indicates how a center can aid a county school system in times of financial "crunch" and how the payoff from a center or collaborative effort is not only core to the county's operations but also much larger than the financial investment. Based upon these comments and observation of the changing fiscal environment, this observer predicts that if the centers are to survive, they will take on expanded role functions. Furthermore, due to declining enrollments as well as fiscal resources, the centers of the future will maintain the heavier balance toward in-service, a trend reported in this study. From a theoretical stance, multiple functions can contribute to stability and, thus, to institutionalization.

In the area of knowledge transfer, on the whole at the OFE level, the trend toward craft knowledge emanating from the centers and the teachers will probably continue. Evidence for this prediction included the strong need for teacher support and utilization of centers in this setting of declining resources: legitimation of what teachers do in the classroom and definitions of research from an action-oriented perspective can reinforce crucial teacher support.

Barriers and facilitators. Future barriers to interorganizational arrangements can be summarized in one word - decline - decline in resources and in enrollments. As the former chairman of the secondary education department observed, "I'd like to see the teacher centers continue, but if enrollments fall, maybe the university (at the division level because that is where the budgetary decisions are made) may say that we will have to do things differently." Both at the county and university levels, there might be a point of diminishing returns. In fact, as of

June 1981, Eastern State planned across the board reductions in university and agency budgets.

The key factor here is that, as noted earlier, if those dedicated to the centers can communicate the centrality or coreness of the center concept to both the university and the school districts' operations, then the fiscal barriers might be lessened. However, if this perception of "coreness" and "being essential" does not occur, then Goldman and OFE will have to create other forms of collaboration which do not involve the exchange of fiscal resources.

Overview. Finally, predictions regarding possible future outcomes of OFE are in two areas. One area, future outcomes in the specific interorganizational arrangements which constitute OFE, is treated in the narratives dealing with the Cardon and Hanburg centers. Another area, future outcomes across centers and collaborative arrangements can be examined here. Against the backdrop of turbulence in both school and university settings, coordinators' communications with one another and support networks for one another will probably be increased. Thus, there might be a growing cohesiveness of OFE in the face of the common enemy: budget cuts. Possibly there will be staff development activities to deal with the stress related to being boundary role personnel.

In its history OFE has withstood a great deal of turbulence, conflict and change. It has survived, in the words of informants, "bloodshed," "battles," "stormy scenes;" it has survived personnel changes in terms of a series of acting directors, some turnover in coordinator positions, and a number of college of education deans. Given this resiliency of OFE, it is probable that there will be an OFE - possibly changed in its configuration and type of interorganizational arrangements - in 1985.

5. SERIALS

The following is a presentation of three serials or episodes which help to illustrate the interorganizational dynamics of the Eastern State University case. The serials serve to concretize the causal network discussion (Section 6) as well as the operations of the Office of Field Experiences and its centers.

5.1. THE BRIDGING SERIAL

Roots. Dorey Hammer, formerly a Hanburg coordinator, accepted the position of Cardon County Education Center coordinator after Jimmy Rugglesworth, the first coordinator, became director of the Cardon Teacher Corps program. Dorey had a number of ideas which she wanted to pursue during her term as coordinator. One idea about which she felt very strongly was a bridging concept "where we in education could explore the totality of the child within his educational life" and which fit in very nicely with the center's span from kindergarten through twelfth grades. Hammer discussed her concept of bridging with cooperating teachers from the four center schools (two elementary, one middle, and one senior) as a part of meetings initially focussed on pre-service activities. She noted that "as we (cooperating teachers and the coordinator) talked, we discovered that we couldn't separate the student into parts and divide him into institutions if we met his developmental needs within an educational framework; that we needed to deal with his 'wholeness.'"

Objectives and resources. Hammer's objectives for bridging stemmed from a complementarity with the original goals of the center. As Hammer wrote,"A model was established based on collaboration and shared decision-making within a framework of the three levels of elementary middle, and high schools with the hope that staff would begin to interact together. From this it was projected that participants would begin to study education together, share expertise, explore one anothers roles and develop a base of communication." Thus, Hammer's bridging plan was for staff from the elementary, middle, and high school level to talk with one another.

Her first objective was to institutionalize a "bridging committee" which would "reflect administrative, counseling, classroom teacher, parent and supervisory input." Members were to be selected "based on consultation with counselors and principals at the participating center schools." No additional resources were required other than the time and energy of participants.

Project operations. Dorey Hammer organized three meetings prior to writing her "Bridging Proposal." The meetings were held on January 24, 1978; February 23, 1978; and March 29, 1978. At the first meeting Hammer talked with cooperating teachers about the bridging concept; at the second meeting, Hammer invited representatives from the middle and high schools to discuss their schools' orientations; and at the third meeting the participants met in small groups and discussed ideas and strategies.

Then Hammer and some of the meeting participants prepared an eight page bridging proposal, listing objectives and future plans including possible student and university representation. The document was filled with Hammer's ideology. For instance, the section entitled "Relationship to County Goals" contained the following language:

> Using our available resources toward helping individual students achieve strategies for nuclear-space age survival in all dimensions of human activity requires a focus on the wholeness of children and utilizing people as one of our greatest resources....A concerted collaborative effort will provide a foundation of stability from which we may deal effectively with change.

A senior professor related that in operationalizing the bridging proposal, Dorey Hammer "ran into problems and especially was involved in territorial difficulties with Pat Weavermon of the county school system." Apparently there were quite acid words exchanged between Weavermon and Hammer over turf issues. In particular, Weavermon felt that because she was in charge of curriculum, bridging issues were her turf. The problem was exacerbated by Weavermon's hurt feelings when teachers approached Hammer with their problems

instead of her. There was friction for awhile and the bridging proposal was set aside. Additionally, Cardon County already had a middle school committee, all of whose members were from the middle schools. This committee had felt that Hammer "didn't have anything else to do and, thus, went off on a tangent with the bridging proposal." The middle school committee felt there were no problems concerning bridging.

When Debra Annonberg took over as a coordinator, the bridging idea caught her interest. She considered herself "a generalist (who) had taught across the board." Soon after her arrival she decided to talk to Jim Barnes (who had become Deputy Superintendent) about the bridging committee. Barnes suggested that Annonberg talk to Nancy Rainey, the new director of staff development. Then it took Annonberg approximately four or five months "to actually get to Nancy." Nancy advised Debra not to get bogged down in curriculum issues related to bridging. She said that she (Nancy) would handle the curriculum; "that's my bailiwick." Instead, Nancy recommended that Debra continue to look for gaps in terms of bridging. That ended the school year and Annonberg's first year as coordinator.

During Annonberg's second year as coordinator, she talked to fifth and sixth grade teachers in formal meetings and collected information regarding problems they felt existed in the area of bridging between the elementary and middle schools. Then Debra went to Nancy Rainey and asked for a meeting on bridging issues for the next fall. However, Nancy could not give her a definite date. Debra also reported at the spring policy board meeting and asked whether she could use the senior high school and the feeder schools to study bridging problems. The policy board gave Debra's bridging efforts their approval.

In the fall of 1979 Debra continued her bridging efforts; she interviewed all feeder school principals. When she met with the elementary principals, they "ganged up on me." They were all upset about bridging and about problems which existed in bridging. Debra then shared the elementary principals' comments

with the middle school committee; she was happily surprised that despite their lack of awareness of bridging problems during the Hammer era, they accepted most of the proposals which Annonberg brought before them.

Annonberg also talked to the vice principal at the senior high school. She told him about the problems that existed in the bridging area and about possible solutions. Soon thereafter, he told Annonberg about his own solution to alleviate bridging problems at the senior high school. (This solution contained the ideas Annonberg supplied in her earlier conversation with him.)

Based on the information which she collected, she held a big meeting at the teacher center in January 1980. Mostly principals and counselors attended and established priorities. (It was easier for these individuals then for teachers to attend. Annonberg pointed out how difficult it was to arrange release time for teachers and cooperating teachers to attend at the same time.)

This January meeting was followed by a May 13 luncheon to discuss bridging problems. In the words of Annonberg, "there were good results; there were changes in what they were saying." People at different levels wanted to look at what other people were doing. Annonberg and Rainey talked about this meeting and decided to give Jim Barnes a proposal for a visitation program.

Annonberg reported this outcome to the May 1980 policy board meeting and talked about her joint planning with Nancy Rainey: "We are going to bring kids to the middle schools for one-half day." Nancy responded to these remarks saying "There is good coordination, especially with the Cardon County supervisor for Guidance. This is a good collaborative effort." And Debra added, "We're going to do a checklist together. One other proposal we have is for more training for parents. We are making good progress."

At this same policy board meeting Jim Barnes commented that "one of the good things about bridging is that it stimulated other schools as well as center schools. The smallest middle school in the county on the last day of August will be

bringing incoming sixth graders to the middle schools and will give them their lockers." Barnes' comments gave rise to a question from a Cardon district administrator on the policy board. She asked, "where does the budget cover bridging costs?" Annonberg replied that "the budget doesn't exactly cover bridging costs. We absorb them in another category." The discussion at this meeting then moved on. However, at an operations committee meeting, Annonberg reported that substitute teacher money was being used for bridging purposes in order to facilitate intervisitations.

At the September 1980 OFE meeting, Annonberg reported that her bridging work had "an immense impact on fifth and sixth graders...People have said to me that they are doing things differently since they know what is needed in the middle school and vice versa." This is a criterion for success of the bridging committee.

The fall 1980 bridging developments included a plan for senior high school science students to talk about science projects at the elementary and middle levels. At this meeting fifth and sixth grade teachers were to discuss issues and problems concerning articulation. An operations committee member suggested that some sixth grade parent representatives participate in this meeting. An April 1981 in-service meeting was planned. Also visitations were planned from March 17 to March 31, 1981.

Outcomes. Initial barriers of turf and power issues obviated any possible outcomes during the Hammer era. Under the leadership of Debra Annonberg a range of bridging outcomes was evident. An important administrative outcome (as a result of coordinator style) was the lessening of turf and power issues connected to bridging or to center-district domain of responsibility. The lessening of defensiveness over turf and power issues led to heightened awareness of the substance of bridging problems. Principals who had felt no problems existed realized as a result of Annonberg's meetings and close cooperation with the relevant district personnel that, in fact,

students did have trouble making the transition between schools and that there were viable solutions to these problems.

This knowledge transfer between teachers and principals of different levels was a key outcome of the bridging serial. This outcome was consistent with the initial objectives of Hammer's bridging proposal and was facilitated by Annonberg's ability to listen, pass on information, and work cooperatively with the relevant district personnel.

At the pupil level the middle school principal noted fewer problems with the sixth graders during the first few weeks of schools. The outcome of a planned orientation for students prior to their formal transition contributed to student self-confidence (and ability to open their own lockers!). The sixth graders, reported Principal Green, "are much better prepared as a result of the bridging experience." An elementary school principal also reported positive results related to bridging efforts from the elementary school level. Her elementary school put on an orientation dinner which was very successful.

Future developments. Over the next few years the results of the coordinators bridging work will probably be routinized. Intervisitations among teachers, principals, and students of different levels will become more regular; awareness of bridging issues will stabilize and solutions to bridging problems which proved successful will be institutionalized. With bridging becoming a regular part of in-service training (e.g., the April 1, 1981 in-service meeting on bridging), this particular serial seemed to be heading for a successful denouement.

Having effectively dealt primarily with elementary-middle school transition problems, the coordinator will probably continue to be involved in bridging and might turn her attention to a greater focus on middle school-senior high school transition problems.

Analysis. At the OPE level, this particular serial exemplified the loose coupling between the center and OPE and the positive consequences stemming from this organizational configuration. The center coordinator possessed the autonomy to identify the needs of the county organization and to respond to these needs. Additionally, the support and advice of the

OFE director greatly facilitated the bridging work of the current coordinator. This serial also exemplified the absence of direct faculty member participation in bridging. Hammer's original "Bridging Proposal" was written without any university input. Annonberg's later bridging work was enacted primarily through school district level committees and without direct college of education faculty participation.

Characteristics of the center coordinator also greatly influenced the playing out of the serial. The ideology of Hammer and Annonberg as well as their backgrounds made them aware of bridging problems and, perhaps more than any other factor, influenced their selection of bridging problems as center activities. Once the coordinators decided to identify bridging problems as priority activities, the way in which each coordinator played her role greatly influenced the outcomes related to bridging.

Contrasting Hammer's handling of bridging issues to that of Annonberg revealed characteristics of ineffective vs. effective "linkers." Where Hammer was unaware or disregarded district personnel turf issues, Annonberg was very sensitive to individual territoriality and power prerogatives. Annonberg was careful to identify every county committee, group or individual with a concern for bridging; she was certain to become a member or be invited to any meeting related to bridging issues. Checking the appropriateness of her bridging activities and garnering support for her work from the appropriate district personnel (made easier by the multiplexity of center linkages with the district), she was able to play a catalyst role in heightening the awareness of school and district personnel.

This particular role of the coordinator also illustrated several advantages of the teacher center concept - advantages which were also evident in Hanburg County. Dealing with bridging type problems was less threatening when it was handled (in a facilitative manner) by a person other than a supervisor. In cases where identification of problems could easily have led to defensiveness and blocking of solutions, the current Cardon coordinator played a facilitating role in heightening

awareness of a problem and in helping schools people to identify and select possible solutions.

Another illustrative aspect of this serial was the creative use of resourcing in funding bridging activities. Funds already allocated to the Cardon center for substitute teachers were used to allow teachers to attend bridging activities. Additionally, Cardon district personnel perceived the time and energy which the coordinator devoted to bridging as a great benefit to the county - a large return on a small investment. This reinforcement of district perception of benefits gained through the IOA contributed to the county's commitment to the IOA and thus, to its stability.

The bridging serial also made clear the current heavier weighting on in-service activities and the broader definition of in-service functions which encompassed in-service activities not directly related to the supervision of student teachers. (This broader focus was also evident in the Hanburg elementary centers.)

Finally, the bridging serial illustrated how a specific environmental setting (in combination with coordinator ideology/style) influenced the activities (and outcomes) of a particular center. Bridging efforts were successful when the coordinator worked closely with county administrators and integrated her activities with ongoing county committees. The district level focus of the current coordinator as opposed to individual teacher focus of her predecessor strengthened coordinator effectiveness in implementing bridging and other center activities.

5.2. THE MULTI-MODE METHODS SERIAL: WESTERN HANBURG ELEMENTARY CENTER

Roots. This serial began in Bob Harper's classroom in a model school in a northeastern state. Harper had a student who was having a problem. In order to solve the problem, Harper started the student on diagramming ideas; he tried out a Multi-Mode method. In the words of Harper, "It worked and I've been doing it ever since," although with varying degrees of intensity.

When Harper became a coordinator in Hanburg County, he "got the student teachers interested in Multi-Mode techniques of teaching." Then he noted that some cooperating teachers used Multi-Mode techniques in essay writing.

In 1975 Harper gave his first workshops on the use of Multi-Mode teaching/learning techniques. As Harper pointed out, "it became a growing thing."

Objectives and resources. Harper's objectives were to improve teaching and learning through the use of techniques which worked for him and others in the classroom. In order to achieve this objective, Harper needed to heighten awareness and transfer information about these techniques to an ever-widening audience.

There were no additional resources necessary for financing knowledge transfer regarding Multi-Mode Methods. Using the coordinator role effectively as well as his role in other networks of educators (e.g., Eastern State Association of Teacher Educators of which he was president), Harper could demonstrate the efficacy of his Multi-Mode teaching methods.

Program execution. In his role as coordinator, Harper was able to facilitate the use of Multi-Mode techniques. Teachers would sometimes drop by the center and tell Harper that they were bored and ask him to show them some new things. One teacher who was enrolled in a field-based Master's program was "turned on by the 'Multi-Mode' idea." She and another student wrote a seminar paper on Multi-Mode teaching techniques. Together with Harper they developed a showcase for Multi-Mode techniques and the related tools.

At the county level, Harper wrote a section on Multi-Mode techniques for the Hanburg County Curriculum Guide. He gave a workshop for the county in the area of Multi-Mode teaching in 1975, as noted above. Also, approximately one and one half years ago he gave a seminar to center teachers. Of course, Harper's Multi-Mode concepts and techniques became an integral part of his supervision of student teachers. He designed a new conferencing sheet for student teacher conferences which was adapted from the schematic approaches of two cooperating teachers and which was an extension of Multi-Mode strategies. Additionally, Harper's student teachers were "designing devices which facilitate maximum on-task performance by learners." These devices are being organized, explained and demonstrated in such a way as to make a positive impact on the instruction in Hanburg County, and hopefully eventually the nation."

Harper estimated that in approximately one third of the center's classrooms, teachers were using Multi-Mode techniques. (These classrooms were not only those of cooperating teachers.) Further, Multi-Mode techniques also appeared in non-center classrooms, leading to an approximate total of 300 Hanburg County classrooms. Here, teachers either attended a Harper workshop, observed another teacher use Multi-Mode techniques, or were former student teachers at Harper's center.

At the college of education, a methods professor "who goes into the classroom...saw Multi-Mode techniques in action about ten years ago." The professor encouraged Harper, used these techniques in his methods classes, and also incorporated the concepts in a book he had written. Additionally, as of fall 1980, thirteen seminar papers and three dissertations were being written on topics related to Multi-Mode methods. Harper pointed out that he was connected with all of these writings; he also served on the dissertation committees. During the fall of 1980 Harper taught a core course on the curriculum to art and media students at the River's Landing campus; of course, Harper shared his Multi-Mode techniques with these students.

Finally, at the national level, Harper pointed out that Multi-Mode techniques were "popping up nationwide under

different names." Harper himself flew up to a northeast college to present a workshop on these techniques.

Barriers and facilitators. There were almost no barriers to these events other than time and energy barriers. However, there were many facilitators. Three coordinator characteristics served as important facilitating factors: ideology, energy, and role perception. Harper's ideology which involved a blend of theory and practice complemented and reinforced his interest in Multi-Mode techniques; his energy along with the autonomy of his position allowed him to pursue and integrate work on Multi-Mode techniques with his ongoing responsibilities; and his perception of the coordinator role as a charismatic or catalytic role combined with that of a facilitator and professional friend, led to the development of a network of devotees who successfully used Multi-Mode methods and spread the word.

An important facilitating factor for adoption of these techniques was their very nature. Harper explained that teachers would readily pick up new knowledge if it was in the form of a tool. (This viewpoint was based on observation as well as on theory from Gage's previously noted book.) Furthermore, teachers could add their own stamp to these techniques. As noted on the pages of the center newsletter, The Catalyst, various teachers created different kinds of visual aids related to mode changes.

Just as important was the void which these techniques filled. Teachers had a need for better techniques to keep students on-task and stimulate learning.

Future expectations. With the rotation of new elementary schools into the center, a larger number of Hanburg teachers will be exposed to Multi-Mode techniques. Some fraction of these will probably adopt and adapt these methods.

One of the most interesting future challenges will be the effects of the addition of Western Hanburg secondary school members to the Western elementary teacher center. It is probable that Multi-Mode techniques can be effective at the secondary level. If this probability turns into a reality, how quickly and to what extent will Multi-Mode techniques

spread? The secondary level has always proved a great challenge to the implementation of successful teacher centers. Perhaps a technique which is of a different order than subject matter expertise can help to integrate the secondary component into the center.

A final thought regarding the future and Multi-Mode techniques; with the added responsibilities of the coordinator in the new K-12 format, less time and energy might be left for working on the development of Multi-Mode techniques. In examining this possibility, a pattern from the past is instructive. Harper gave varying degrees of attention to Multi-Modal techniques over the past ten years. He seemed to increase his attention to these techniques in response to needs from the field and to interest from teachers. Perhaps, with the advent of the new center model he will have to concentrate his energies elsewhere until he develops a network of secondary teachers who become aware of the potential of Multi-Mode techniques at the secondary level and adapt these techniques to their subject matter areas.

Analysis. At the OFE level, the Multi-Mode methods serial was one of the few illustrations of the flow of craft knowledge from a center and its classrooms to the college of education and its classrooms. (The only other type of knowledge which could be traced from county centers to the college of education was information or feedback on college curriculum, e.g., a new special education degree program.)

The Multi-Mode methods serial also illustrated the autonomy given to coordinators by county and college of education organizations. This autonomy allowed the coordinators of the centers to be flexible and to respond quickly to county needs; it also allowed the ideology and style of each coordinator to guide his or her efforts in interpreting and meeting county needs. Thus, in the Cardon Center, the coordinator devoted time to training students and cooperating teachers in set induction, a concept about which she had read a great deal in research journals. In the Eastern Hanburg Elementary Center, the coordinator emphasized attendance at professional conferences

and meetings as well as strcng recognition for teacher participation and good public relations. And in the Western Hanburg center, the site of this serial, the coordinator who felt strongly about blending practice and theory, integrated the use of Multi-Mode teaching/learning techniques into both the center's pre-service and in-service components.

Similar to the bridging serial, the original impetus for the Multi-Mode activities was grounded in the work and ideology of a single coordinator. In the Cardon County case, the conceptualizer herself was not able to implement bridging activities. It took a coordinator with a different style and with a better understanding of turf and power issues to implement actual bridging activities. Unlike Cardon County, the Hanburg coordinator's style allowed him to be both conceptualizer and implementer. Having studied and taught at the college of education as well as having been a Hanburg County teacher, Harper's homophily with both teachers and college of education faculty contributed greatly to the successful transfer of knowledge concerning Multi-Mode activities.

Also similar to the bridging serial, the activities undertaken by the coordinator seemed to be successfully implemented because they focussed on actual happenings or tools rather than discussion of theory. In Cardon County, Annonberg (unlike her predecessor who originated the bridging ideas) focussed on concrete bridging activities such as intervisitations among principals and teachers of different level schools. Once these activities were started on a small scale and proved successful, bridging activities increased. In Hanburg County, Harper focussed on the tools of Multi-Mode techniques. Once a few teachers as well as student teachers had used these tools and seen their effects in action, use of the tools increased.

Finally, both the bridging serial and the Multi-Mode serial reflected the heavier emphasis toward in-service in the center settings over the last few years. Both sets of activities began with an emphasis on the pre-service component. Hammer's first bridging discussions were with cooperating

teachers: Harper's first demonstrations of Multi-Mode techniques were with student teachers and cooperating teachers. In recent years, both sets of activities have broadened to include more teachers, more activities, and even non-center schools. This broadening in terms of both affected individuals and kinds of activities certainly contributed to making the centers more "core" to their county setting, to improving practice in county schools, and ultimately, toward stabilizing and institutionalizing the district level IOA.

5.3. THE ROTATION SERIAL: HANBURG WESTERN ELEMENTARY TEACHER CENTER

Roots. The beginnings of the Hanburg rotation serial can be traced to the founding of the first teacher center in Hanburg County which was located in the first model elementary school. As the county established two other model schools, these schools also became teacher center members. Thus, in the minds of some of the more rural schools in the county, the centers were identified with the model schools and with the growing, planned community within Hanburg. During the last few years, the supervisor for staff development and his boss received letters from a number of county schools expressing their desires to become center members.

At the same time, center coordinators were noting "saturation" points in terms of graduate course enrollments. Over a twelve year period, teachers in basically the same schools had the opportunity to take a large number of courses through the center. Hanburg coordinators were learning from their Bettner school district counterpart at OFE meetings, that when new schools were rotated into center memberships, the new population of teachers led to increases in on-site course enrollments.

The Hanburg coordinator also recalled that "we saw Gantt County lose its centers." His explanation of the demise of the teacher center model there was that the centers were such a small part of the county. He and the other Hanburg coordinators felt that they should look to the future; they decided that rotation of schools into and out of center membership might not be such a bad idea after all.

Objectives and resources. The main objective of rotation was to change the schools which were members of each center every three or four years. Rotating school memberships in the centers was to serve several ends. First, from a political perspective, some equality among schools would be preserved. Every school would have a chance to become a center member over the long term. Secondly, from a pre-service perspective, new cooperating teachers and new energies would be available for student teacher supervision. And thirdly, from an in-service perspective, new

teacher populations would be attracted to on-site courses and workshops.

In the area of resource requirements, no additional resources were needed to finance rotation.

Project operations. Approximately four years ago Harper, OFE, and Les Jones' boss had a meeting (at the request of the county) to discuss the possibility of rotation. Harper pointed out that "there was some lethargy after the initial meeting." Then "the budget problems picked up" and the Hanburg coordinators talked to one another about the possibility of rotating school membership. Roselli and Harper and "maybe Lang" came up with different rotation plans leading to lots of jokes about the rotation plan. Les Jones' boss, whom the coordinators reported to at that time, looked at the coordinators plans about 2½ years ago. One year went by with nothing happening. Then there were joint meetings with the coordinators, Kanter and Goldman of OFE, and county people. Les Jones' boss suggested these meetings. At the meetings everyone wrote down their ideas. Finally, Roselli, Harper, and Lang agreed to an elementary rotation plan and a separate secondary rotation plan, checking these plans with their respective advisory councils. They sent a copy to Goldman who approved it. With Goldman's O.K., Les Jones took the plan to the assistant superintendent's council for county approval. Accompanying the plan was a document prepared by Jones (with information input from the coordinators) on the "Operation of the Teacher Education Centers."

The Jones report included the following rationale for rotation: "In order to open up the admission of new and different county schools to the center program and to distribute the benefits of the program to these school staffs, it is proposed that a center rotational membership plan be initiated." This rationale was followed by a list of six factors for consideration "in order to create an equitable system of rotation" and a list of fourteen procedures related to rotation. According to Harper the only real problem at the assistant superintendent's council was determining who came into the center system and who left the system.

The outcome of the council meeting was approval of the rotation plan with Jones' making the final decision as to who would leave the centers. Harper did not want to be associated with making these decisions. However, he did ask for and was granted permission to let the principals of center schools rotating out of membership know early about their impending departure.

In terms of which schools rotated into membership in the centers, Jones also made the final decision with some input from Harper in the case of the western elementary center and the other coordinators in the case of their centers. (The report to the assistant superintendent's council said that the OFE director and Jones with input from the coordinators would choose the new schools.) What Jones did was to survey all schools regarding their preference for center membership. Each school was to indicate why it wanted to be a center member. Part of the criteria for making the final decision was the pre-service needs of the college of education. For instance, the college of education needed placements in the special education area while some elementary schools did not have many special education teachers.

In this particular instance of ensuring enough special education placement slots, the college of education asked Jones to name some auxiliary schools to center membership and he agreed. The concept of auxiliary schools stemmed from Huberman's tenure as acting director of OFE. She had proposed the notion of satellite school membership in teacher centers. Satellite schools would not have full benefits of teacher center membership. However, teachers in satellite schools who supervised student teachers would receive center membership benefits for themselves. When the Cardon County Teacher Center Model was being created, Cardon County personnel did not accept the satellite school concept. Later when Hanburg County and the college of education were dealing with the dilemmas of rotations, the college came up with the auxiliary school concept, wherein a school would have full center membership for a year in order to ensure enough placement slots for a particular area.

There was also a political reason for maintaining the auxiliary school notion. One school member of a Hanburg center should have rotated out of center membership. However, both the county and the coordinators wanted to maintain the school as a center member; the school was set in a low socio-economic area. Thus, the school was kept as an auxiliary school for "one year longer as a transition" and there were no hard feelings.

In the fall of 1980 two of the five Western elementary center schools rotated out of center membership and two new schools were added in their place. (The two new schools had to be similar to the two schools leaving the center program.) The center office which had been located in one of the schools which rotated out of membership was moved to one of the new schools which became a center member in September 1980.

Barriers and facilitators. There were almost no barriers to the rotation serials in any county. The only barrier was the presence of some current school center members who had to give up their current membership. (One Hanburg school principal whose school was able to remain a center school wrote a letter saying how lucky the school was to retain center membership.)

Contrastingly, many factors facilitated the formulation and adoption of the rotation plan in both Cardon and Hanburg counties. The changing nature of the fiscal environment made coordinators and the college of education aware of the need to increase support and to formulate core school district roles for the centers. School perception of center member benefits, especially in Hanburg County, led to county concern for equality of access to its centers.

Exchanging information at OFE meetings and events and talking with OFE staff helped coordinators learn about the workings of other rotation plans. When it came time for OFE, county personnel, and coordinators to negotiate, the flexibility and responsiveness of coordinators and OFE allowed them to participate in jointly defining a rotation plan which fit the specific needs of a county and explained the resulting interorganizational configuration.

Future expectations. The rotation plan specified that each year two schools would rotate out of center membership and two new schools would begin membership. Harper indicated that he was going to "push for a four year plan like the Presidency." He said that it really took four years before the center can really have an effect on center schools. With the advent of the new K-12 teacher center model for the Western center and the addition of new secondary school members, it is probable that there will be a freeze on school rotations. It is also probable that once rotations begin again, there will be a four year membership period in the center. While political considerations for becoming a center school are still strong, schools will realize that in order to enjoy the full benefits of center membership, they need a four year tenure in the center.

Analysis. At the OFE level, this serial as well as the rotation plan discussed in the section on the current operations of the Cardon County center, illustrates an important leitmotif present in all district level IOAs with the exception of Arthur county. Each district level IOA had its own specific rotation plan. Through the exchange of information at OFE meetings and through coordinator conversations, OFE members were aware of the different rotation plans. The basic concepts of schools rotating in and out of membership were the same across district level IOAs. Likewise the basic benefits to the college of education were the same: the provision of "new blood" for graduate courses and workshops and the institutionalization of the centers.

However, each rotation plan was affected by the specific environmental setting of a center. For instance, in the Cardon County setting, the college of education could not agree to a county wide rotation plan because of the great distance between Southern Cardon County and the River's Landing Campus. Thus, influenced by the center's concern for bridging issues (see bridging serial), rotation was restricted to the feeder schools of the center's high school in the northern part of

the county. In the Hanburg County case, the setting was characterized by the historic attachment of model schools near the planned town to the centers as well as by the desire of other, often more rural schools to become center members. This different setting with its political overtones had different consequences for Hanburg's rotation plan.

This serial as well as the Cardon rotation material also made clear the bargaining and exchange processes - the negotiations - central to the operations of interorganizational arrangements. The county and the college of education each received some benefits from adopting a rotation plan. In Hanburg County, power and dependency issues came into play. The county initiated the calls for rotation; the college of education needed the county for student teacher placements. (Of course, the county needed the college of education to provide "a window on the talent" and to supplement its small staff development budget.) Thus, the college of education responded to the county's need for rotation, demonstrating the flexibility of OFE, and agreed to a rotation plan which ensured coordinator and college of education input in the process

In Cardon County, the concern for rotation was not initiated by county administrators. Rather, the coordinator who was aware of moves toward rotation plans in other district IOAs, asked her operating committee about the feasibility of rotation. Once the coordinator and the operating committee came up with a plan, the coordinator presented the plan to the policy board and received the board's approval. Here the college of education's concern was for ensuring an adequate population of cooperating teachers for student teacher supervision and for ensuring support from the schools.

Perhaps the greatest significance of the rotation serial was its routinizing and stabilizing effect on the district level interorganizational arrangements. While the motivating force behind Hanburg county's interest in rotation was a political one of ensuring school access to the benefits of center

membership and while Cardon County's interest in rotation was in reponse to the center's suggestion for spreading center benefits, the ensuing rotation plans created a stabilizing, cyclical pattern in the life cycle of each interorganizational arrangement with schools entering membership, growing through membership benefits, making way for new members, and later returning to begin the cycle again. The cyclical effect and regularizing of school entries and departures from district ICA membership, were key factors in the institutionalization of the district level IOAs. Additionally, these factors helped to broaden the base of support for the centers in each county, moving the centers closer to the core of county school operations. Where there was no rotation plan (in Arthur County), the district level IOA was the least institutionalized and the least stable of the five district level IOAs constituting OFE.

6. CAUSAL NETWORKS

6.1. CAUSAL NETWORK NARRATIVE: CARDON COUNTY

Individual, environmental, and organizational variables contributed to the founding of the teacher center in Cardon County. The strongest antecedent variables seemed to be both formal and informal links (1 and 2) between the county and the university. In the formal arena, several faculty members did work for the county school system and several county personnel did their graduate work at the college of education. These formal ties gave rise to strong informal linkages between county and college of education personnel. A faculty member telephoned a county administrator who had formerly been his student and told her that with the demise of the Martinville County teacher centers, the environment (6) had changed and there was an opportunity (4) for a teacher center arrangement in Cardon. At the school district level there was moderate access to alternative knowledge sources (5) and low environmental turbulence (3) but there was a high need for more resources (8) in terms of "a scholarly perspective" and competent new teachers to serve the growing county school system. A teacher center would provide a "window on the talent" as well as in-service opportunities.

Focussing on the university level, there was also a high need for more resources (18) since the Martinsville teacher centers had closed. The complementarity in the exchange of needed resources between the school system and the college of education contributed to a situation of domain consensus: agreement on the part of the school system and the college of education about the appropriateness of each organization's resource contributions and turf control. Along with the domain consensus (9) at the organizational level came a history of collaboration (15) between the county and the college of education which was reinforced and strengthened by the founding of the teacher center.

Contributing also to the history of collaboration was the presence of university localism, a concern on the part of the

college of education housed in a large state university with the needs of nearby regional school systems. University localism (14) was also a factor in the centrality of service concepts to the college of education (16). Thus, the Cardon County teacher center had a number of perceived benefits (19) for the university which led to university support (29), institutional priority (34) and resource commitment (38) to the teacher center IOA.

A similar variable stream occurred at the school district level. The number of perceived benefits to the school system (17) from an interorganizational arrangement was high. This perception of benefits led to strong administrative support (21), strong institutional priority (25), and resource commitment (30). Together with the relative newness of the teacher center (35), formal governance document (36), moderate to low awareness or support from teachers (22), and pattern of school-university linkages (40), the teacher center had a focus that could be characterized as district-wide rather than at the level of the individual teacher (31).

Turning to the teacher center (IOA) stream of variables, the previously noted history of collaboration between the school district and the university played upon and led to additional homophily (20) between the teacher center and its school and university constituencies. The coordinator who received her doctorate from a prestigious university and who also had taught in an inner-city school system was committed to the teacher center concept (23) and devoted a great deal of energy (26) to the K-12 teacher center. Her commitment (23) and her understanding of the needs of the school district and the university (20) (along with her ideology (18) which was more scholarly-research based than that of some of the other OFE coordinators) contributed to her responsiveness (27) in interpreting and meeting the district's needs. Two additional factors reinforced her responsiveness: the low degree of coupling in the IOA (24) allowed the coordinator the requisite autonomy and flexibility for successfully carrying out her duties and the high degree of support of the IOA leader (28) (the director of OFE) aided the coordinator in her projects and perceptions.

The responsiveness of the coordinator and her ability to interpret the district's needs along with objectives listed in the original governance document led to a diversity of objectives (32) of the teacher center including both in-service and pre-service foci. This diversity of objectives was reflected in a variety of activities (33) at the center. Some of the center's most successful activities (the homework center and the parent volunteer program) were those taken over after the close of the federally-funded Teacher Corps project which had begun a year or so after the center was founded and which had been directed by the first Cardon teacher center coordinator.

Along with the diversity of objectives, changes in the environment (declining enrollments at the school system and college of education levels) contributed to a recent change in focus of the IOA's goals from a heavy pre-service focus to a heavy in-service focus. This change in the weighting of focus contributed (along with the codification and routinization of multiple linkages) to the high degree of institutionalization (51) of the IOA as well as district-wide practice improvement (49) and capacity enhancement (50).

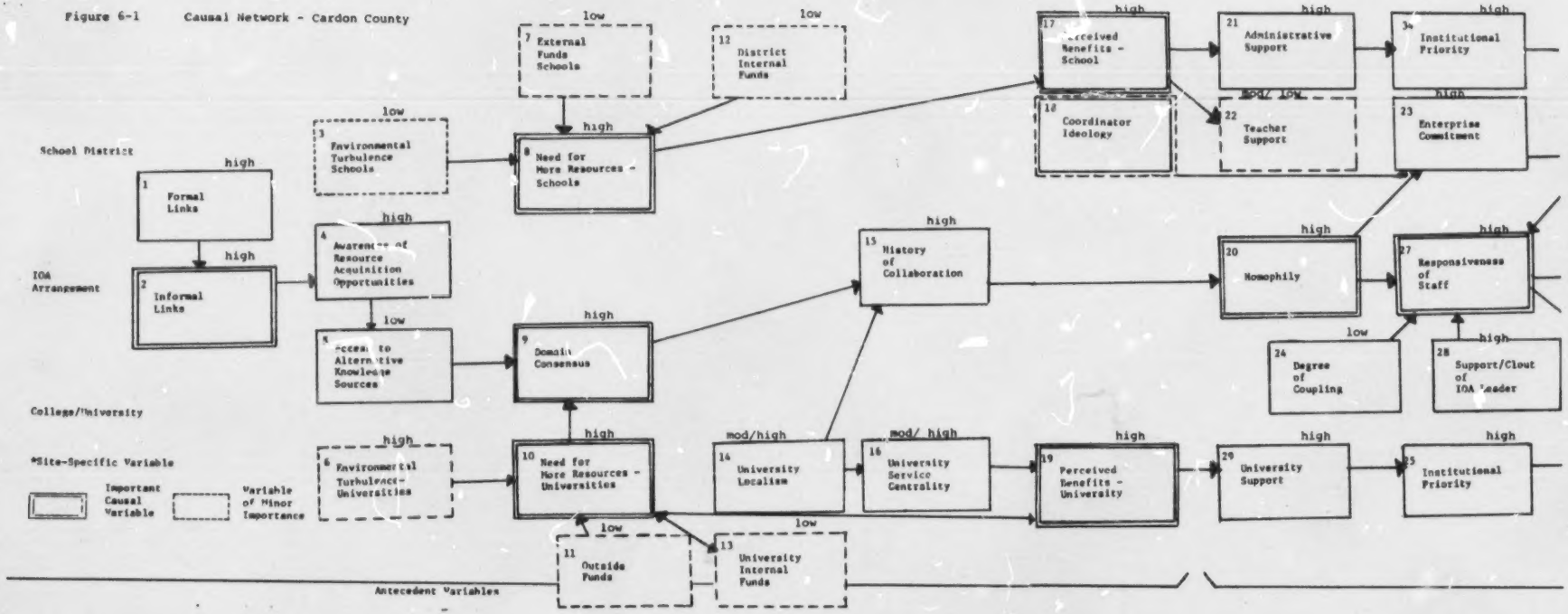
Both at the university and school levels, the high number of regularized and routinized linkages (39) as well as the multiplexity (40) (the number of levels linked together) of school-university linkages led to high district-university linkages (47), high extent of use at the school district level (45) and the high awareness of additional resources at the school district (42) as well as at the university (44). This awareness of additional resources, then, allowed for IOA facilitation of the utilization of participating organizations' resources leading to practice improvement (49 and 52) and capacity enhancement outcomes (50 and 53). It is important to note that this heightened awareness of resource acquisition opportunities was evident at the OFE, university faculty, and district personnel levels. Due to the young age of the IOA (35) and the pattern of linkages between the teacher center and the district, there was little awareness of resource acquisition opportunities on the part of individual teachers and moderate increase in

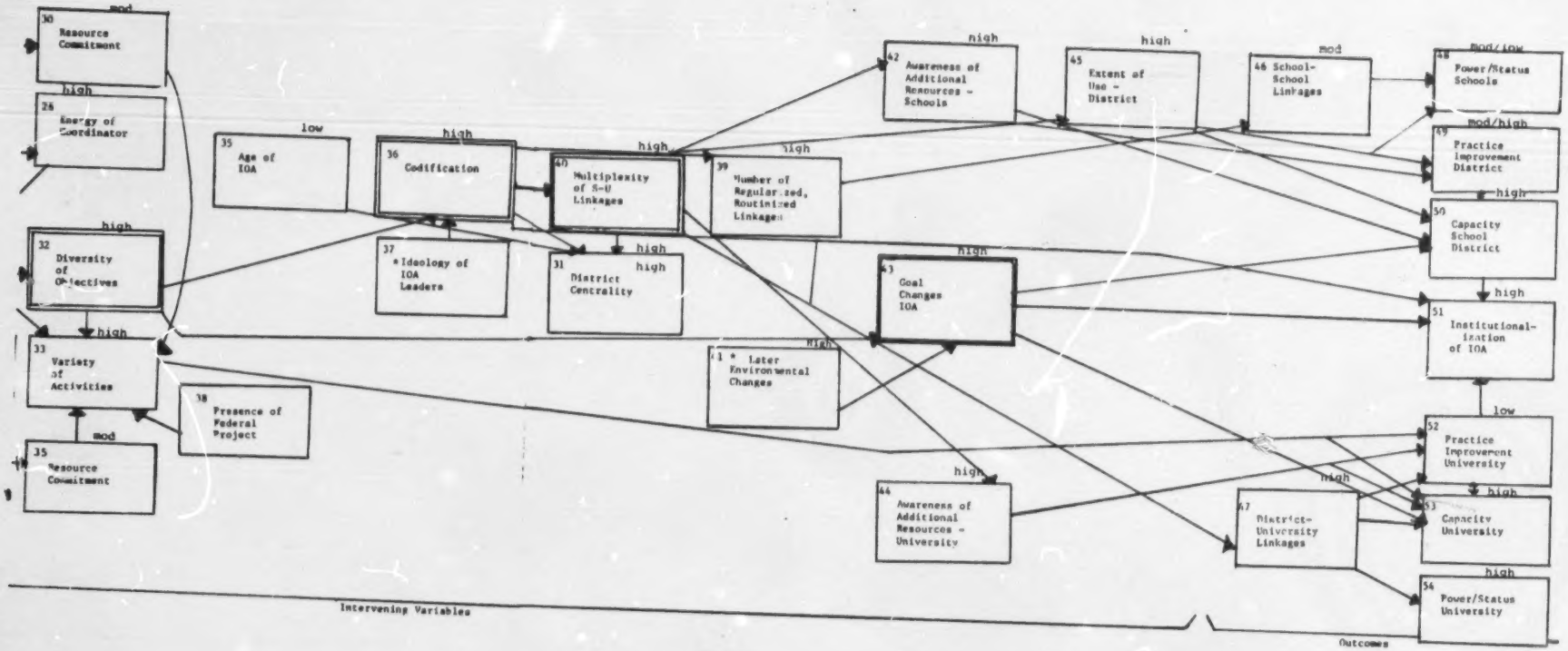
school-school linkages with one exception (46). This exception was the great strengthening of linkages between elementary and middle schools as a result of the bridging committee spearheaded by the teacher center coordinator.

Summarizing power and status outcome streams, the moderate school-school linkages (46), the high district centrality (31) and extent of use of IOA (45) helped explain the moderate/low increment in power and status at the school level (48) and the high increment in power and status at the county level where association of the rural Cardon County school system with the college of education brought the county "into the mainstream of what is going on in education." At the university level, the high district-university linkages (37) contributed to a large increase in the power and status of the college of education (54) through the provision of students and a local base for college of education courses, a support network for students involved in research and grass roots support for the college of education's services.

In summary, the numerous outcomes included in each of the outcomes clusters reinforced the existing linkages and the perceptions of benefits to the participating organizations, thereby strengthening the institutionalization of the interorganizational arrangement. For instance, rotating school membership in the teacher center, a capacity enhancement outcome at the IOA level, provided continuity as well as "new blood" for the IOA and further anchored the institutionalization of the arrangement.

Figure 6-1 Causal Network - Cardon County




mod
30 Resource Commitment
high
26 Energy of Coordinator
high
32 Diversity of Objectives
high
33 Variety of Activities
mod
35 Resource Commitment
38 Presence of Federal Project
low
35 Age of IOA
high
36 Codification
37 * Ideology of IOA Leaders
high
40 Multiplexity of S-U Linkages
high
31 District Centrality
high
39 Number of Regularized, Routinized Linkages
high
41 * Later Environmental Changes
high
42 Awareness of Additional Resources - Schools
high
45 Extent of Use - District
mod
46 School-School Linkages
high
43 Goal Changes IOA
high
44 Awareness of Additional Resources - University
high
47 District-University Linkages
mod/low
48 Power/Status Schools
mod/high
49 Practice Improvement District
high
50 Capacity School District
high
51 Institutional-ization of IOA
low
52 Practice Improvement University
high
53 Capacity University
high
54 Power/Status University
Intervening Variables
Outcomes

6.2. CAUSAL NETWORK NARRATIVE: HANBURG COUNTY

Individual, environmental, and organizational variables contributed to the founding of the teacher center in Hanburg County. The strongest antecedent variables appeared to be formal and informal linkages (1 and 2) between college of education personnel and school personnel. The first director of OFE was a member of the planning board for model schools in Hanburg County. A year or so earlier, the Hanburg County superintendent had (along with 17 other area superintendents) attended a series of meetings at the college of education dealing with the teacher center concept. Additionally, the OFE director knew the assistant superintendent of Hanburg County whose husband taught at the state university. These formal and informal linkages led to a high awareness of resource acquisition opportunities (4). At the same time, there was moderate access to alternative knowledge resources (5) and a need (8 and 6)for additional resources on the part of the county and the university.

Viewing the environment, there was turbulence at the university level (6) with the controversy between the secondary education department and OFE; and there was moderate turbulence in the rural Hanburg County (3) with the growth of a planned community within the county. Neither of these environmental factors strongly predicted the founding or strengthening of the teacher centers in Hanburg County. However, the presence of a planned community and the attraction to the county of people with strong concerns about quality of education and innovation certainly influenced the perspective of county school personnel in their concern for additional resources including the recruitment and hiring of quality teachers for their growing school population. (The first teacher center in Hanburg County was founded in conjunction with the opening of the first model elementary school in the county.)

Recognizing the need for additional resources and the opportunity to acquire these resources from another organization, both the county school system and the university organizations exhibited domain consensus (9): agreement over the turf control and appropriate responsibilities of each organization.

With moderate access to alternative knowledge sources (5) and with high needs for additional resources (whether it be competent new teachers or a locus for field-based university training), a history of collaboration (15) developed through the presence of the teacher centers.

Focussing on the school district stream of variables, the school district with its need for new teachers and concern with quality education, perceived the benefits of IOA membership (17) and exhibited administrator support (22), teacher support (23), institutional priority (27), and moderate resource commitment (32). Also contributing to teacher support was the moderate harmony in teacher-administrator relationships (21) in the county and the homophily (19) between the coordinator who had been a teacher in the Hanburg elementary schools and teachers. These factors (along with the strong coordinator ideology (18)) also helped to explain the high degree of teacher centrality (33) of the IOA.

The university stream follows a somewhat parallel track. A concern of the state university with providing service to schools in its neighboring regions (13 and 16) coupled with concern for quality field sites for student field experiences (10) led to a perception of benefits of IOA membership (20). The perception of benefits, in turn, contributed to university support (31), institutional priority (36) and moderate resource commitment (37).

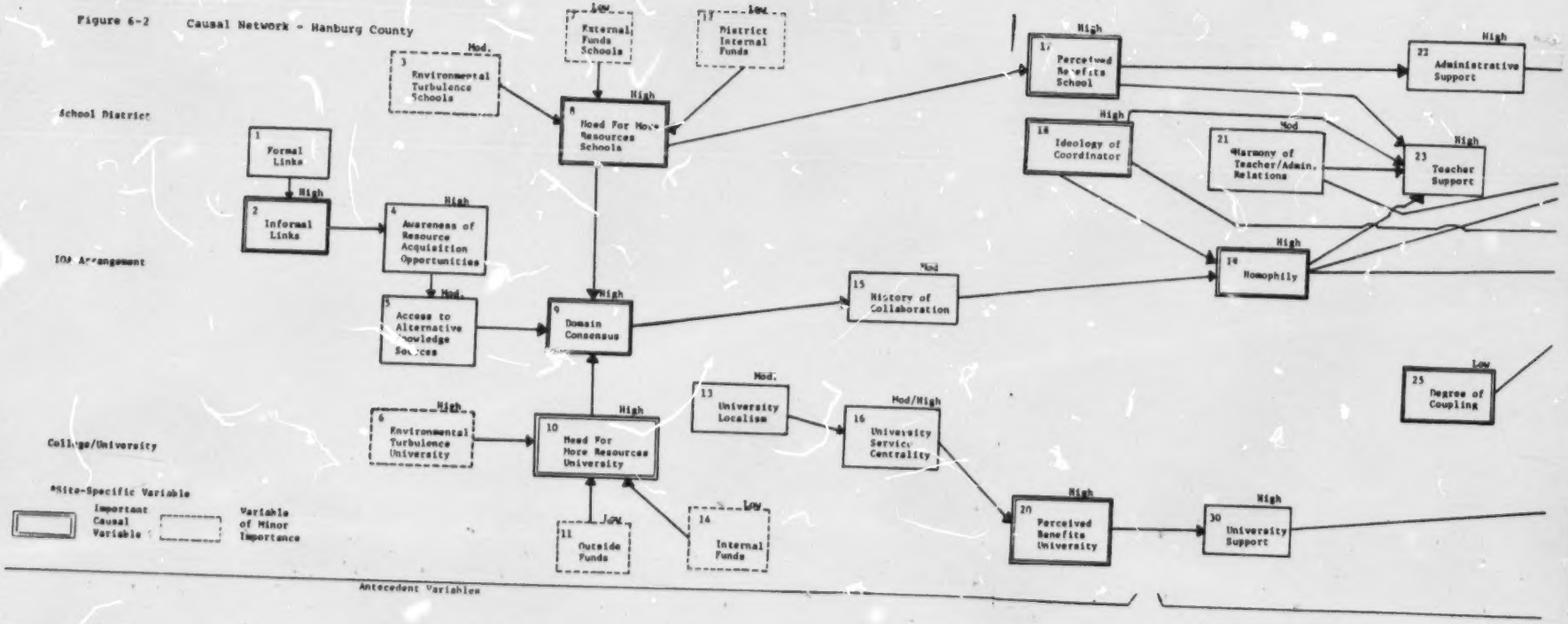
At the IOA level, the previously mentioned strong ideology of the coordinator (18) and his homophily with school and university - (He also had received his doctorate from the University of Maryland.) - personnel contributed to his strong commitment to the teacher center (24) and his boundless energy (28). The high responsiveness of the coordinator (29) stemmed from these ideology and energy factors and was fortified by the autonomy engendered by a low degree or organizational coupling (24) and a high degree of support from the IOA leader (30). This responsiveness of the coordinator contributed to the diversity of objectives (34) and variety of activities of the teacher center (35) including both pre-service, in-service, and some research activities.

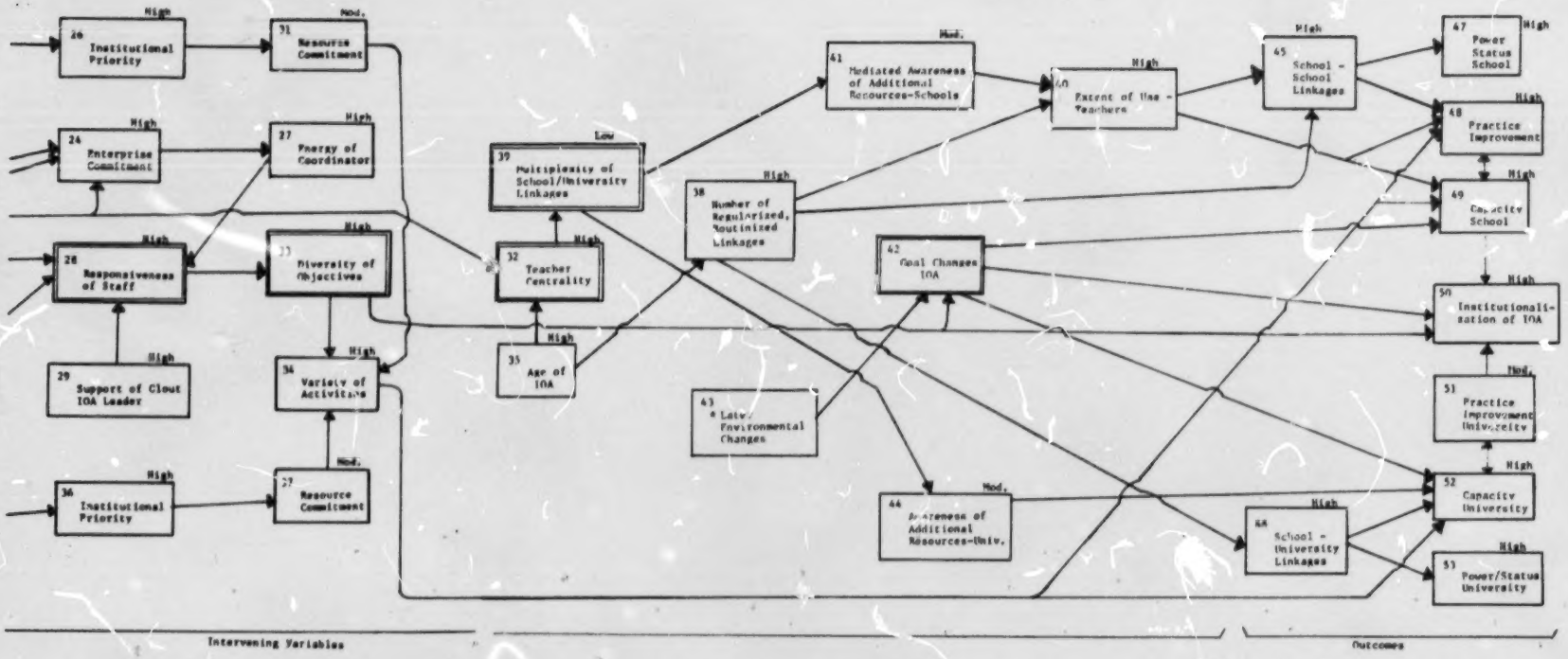
Turning to the IOA stream, the high number of regularized, routinized linkages (38) developed over the long history of the IOA (36) and the pattern of coordinator linkage of district and university personnel (39) led to the high extent of use by teachers (40) and the strong school-school linkages (45) which, in turn, added to the power and status (47) of the school in Hanburg County. Additionally, the pattern of coordinator-mediated linkages (39) affected school district personnel and teachers' awareness of additional resources (41). Later environmental changes (43) (declining enrollments in the school system as well as in the graduate schools and increasing fiscal stringency), contributed to a growing emphasis on in-service objectives (42) including in-service not directly related to supervision of student teachers. This change in weighting and type of focus strengthened the degree of institutionalization (50) of the IOA. Also contributing to the institutionalization were the regularized, routinized linkages (including advisory councils), the diversity of objectives, and the variety of activities (including regularized newsletters).

Through the IOA coordinator, there was an awareness of additional resources on the part of the university (44) and a strengthening of school-university linkages (46) leading to moderate practice improvement (51) at the university. This practice improvement was evident in the use of the Multi-Mode techniques in the methods courses. The strengthened university-school linkages also enhanced the power and status of the university (53) as well as its problem-solving capacity (52).

Examining the school-related outcome measures, the variety of activities of the IOA contributed to strong practice improvement outcomes at the teacher level (e.g., teacher usage of the Multi-Modes technique) and high capacity enhancement at the school level. These successful outcomes in combination with the previously mentioned heavier weighting of in-service activities as well as the rotation of school members' ip fortified the degree of institutionalization of the IO[illegible].

Figure 6-2 Causal Network - Hanburg County




26 Institutional Priority
High
31 Resource Commitment
Mod.
24 Enterprise Commitment
High
27 Energy of Coordinator
High
28 Responsiveness of Staff
High
33 Diversity of Objectives
High
29 Support of Clout IOA Leader
High
34 Variety of Activities
High
36 Institutional Priority
High
37 Resource Commitment
Mod.
39 Multiplexity of School/University Linkages
Low
32 Teacher Centrality
High
35 Age of IOA
High
38 Number of Regularized, Routinized Linkages
High
41 Mediated Awareness of Additional Resources-Schools
Mod.
40 Extent of Use - Teachers
High
43 Later Environmental Changes
42 Goal Changes IOA
44 Awareness of Additional Resources-Univ.
Mod.
45 School - School Linkages
High
46 School - University Linkages
High
47 Power Status School
High
48 Practice Improvement
High
49 Capacity School
High
50 Institutionalization of IOA
High
51 Practice Improvement University
Mod.
52 Capacity University
High
53 Power/Status University
High
Intervening Variables
Outcomes

CONCLUSION

The causal networks for the Cardon and Hanburg district level IOAs had a large number of variables in common. Both sites' causal paths began with formal and informal linkages and continued on with participating organizations' needs for more benefits and perceptions of benefits from IOA membership. The perceived benefits of IOA membership led to university and school district support enabling formation and continuation of the IOA. Turning to the characteristics of the IOA coordinator, the homophily with representatives of participating organizations as well as the responsiveness and energy of the coordinator contributed to a center's diversity of objectives and ability to change goal emphases in response to changes within participating organizations and their environments. This complex set of linkage, exchange, and coordinator characteristics variables led to a variety of outcomes at both sites, many of which were quite strong.

However, there were important differences between the two district level IOAs. The outcomes pattern as well as the predominant knowledge types pattern were different at each site. Cardon IOA outcomes revealed a district-wide focus whereas Hanburg IOA outcomes revealed an individual teacher focus. And in the Cardon IOA, technical expertise and research knowledge predominated whereas in the Hanburg IOA, craft knowledge predominated.

There were a number of factors which helped to explain these differences. The Cardon IOA was much younger than the Hanburg IOA. It had a much higher degree of codification evidenced in a formal Cardon IOA governance document which routinized formal linkages connecting different levels of the college of education and the school district organization. Additionally, the Cardon IOA had its own unique history as did the Hanburg IOA. Turning to the individual level, the Cardon IOA coordinator had her own ideology and style - characteristics which were different than those of the Hanburg IOA coordinator.

At the level of the IOA as a whole, there was a complex set of factors quite similar to those at the district level IOAs (informal and formal linkages, perception of benefits, energy and ideology of IOA leader, etc.) which contributed to strong outcome patterns in terms of service to the school district and to the university. Similar to the two district level IOAs on which this study focusses, the remaining three district level IOAs had their own unique settings and coordinators and their own unique outcome and knowledge type patterns.

Thus, the Eastern State case presented and analyzed two district level interorganizational arrangements and one holistic interorganizational arrangement (composed of five district level interorganizational arrangements). Each of these three focal arrangements represented a formalization and regularization of linkages facilitating a range of outcomes which (in varying degrees) enlarged the capacities of participating organizations and contributed to practice improvement in local school districts.